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ABSTRACT

This feasibility study was undertaken to develop an integrated model for the delivery of neighborhood-based child care services to residents of the inner city which would: (1) put the needs of the child first, (2) provide supportive human services to the family unit, (3) provide inner city residents with career opportunities in the child care field, and (4) develop and sustain full community participation in program management. The proposed model consist of a Central Unit which serves a 25-block area and provides administrative and supportive services to five Mini-centers. Each Mini-center serves a five block area and provides service to eight to ten pre-school children, a similar number of school age children, and their parents. Employees are to be selected from the neighborhood and every effort will be made to utilize welfare mothers who wish to enter child care and human services careers. Six months prior to the opening of the Central Unit and Mini-Centers, and subsequently on an ongoing basis, all employees will participate in a training program. The career development program is based on a career ladder approach and allows workers to enter as a child development, human services, or clerical trainees and proceed with training and experience to higher competency and salary levels. Additional information and an implementation strategy are provided. (SB)

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NEIGHBORHOOD-BASED CHILD CARE SERVICES FOR THE INNER CITY:

A Service Model, A Staffing Plan and A Program Implementation Strategy

A Report Submitted by

THE HUMAN SERVICES MANPOWER CAREER CENTER
of the
ILLINOIS BUREAU OF EMPLOYMENT SECURITY

to the

ILLINOIS BOARD OF VOCATIONAL EDUCATION AND REHABILITATION

FEBRUARY 1971

The Research reported herein was performed pursuant to a contract with the State of Illinois, Board of Vocational Education and Rehabilitation, Division of Vocational and Technical Education, Research and Development Unit. Contractors undertaking projects under such sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Board of Vocational Education and Rehabilitation position or policy.

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BOARD OF VOCATIONAL EDUCATION AND REHABILITATION
DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION
RESEARCH AND DEVELOPMENT UNIT

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We would like to thank Mr. Elias Picheny and the members of the inter-agency Study Committee whose names are listed on Page 14 of this document for the invaluable contribution they have made to this project. We also deeply appreciate the research and editorial contributions of Don Cass, Ramon Hanson and Robert Haverkamp of the Center staff and the competent secretarial support of both Barbara Steele and Estelle Rogers.

A REQUEST

We have had numerous requests for this document from many colleagues working on similar problems in other communities. From these readers as well as from those in Chicago, we invite comment and critique. In the event that any of our readers find this report useful and choose to draw on some of its recommendations for their own program development purposes, we invite you to tell us about the outcomes. This will help us immeasurably in assessing the validity of the recommendations contained in this report.

Myrna Bordelon Kassel, Ph.D.
Director Human Services Manpower Career Center
and Editor of this Report

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HUMAN
SERVICES
MANPOWER
CAREER
CENTER

201 North Wells Street ■ Chicago, Illinois 60604 ■ Telephone: 726-3258
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February 12, 1971

Mr. Sherwood Dees, Associate Superintendent
State Board of Vocational Education & Rehabilitation
302 State Office Building
Springfield, Illinois 62706

Dear Mr. Dees:

We are pleased to submit to you the enclosed report of the Human Services Manpower Career Center entitled:

NEIGHBORHOOD-BASED CHILD CARE SERVICES
FOR THE INNER CITY:

A Service Model, A Staffing Plan
and
A Program Implementation Strategy

This report is based upon the feasibility study jointly funded by your agency and the Center in the amount of $3,000. The study was conducted by a Child Care Study Committee consisting of ten community agencies, public and private. Elias Picheny, of the Social-Educational Consultation Service, chaired the committee and served as Study Consultant and Project Coordinator. On December 24, 1970, the Study Committee completed its work and submitted its report to me.

Staff from the Center provided technical assistance to the Committee. We have augmented and edited the original report in order to give emphasis and clarity to certain sections. The findings and recommendations contained in the original document, however, have been fully incorporated.

What has emerged from this collaborative effort is an unusual document. First, the program model which has been developed represents a realistic attack on some of the critical problems facing inner city mothers and children. Second, the manpower component of the model is based on a careful examination of the specific

The Center is established to stimulate and support the recruitment, training and utilization of new manpower for the human services in Metropolitan Chicago through inter-agency planning, research and program development in collaboration with the Illinois State Employment Service.

State of Illinois
Richard B. Ogilvie, Governor
Department of Labor
Barney J. Grabiec, Director
Bureau of Employment Security
[redacted]
Employment Security
Administrator
John M. Linton

range of services to be delivered. Finally, in the proposed training design, the effort has been made to fit the training to the needs of the service program as well as to the characteristics and aspirations of the trainee group.

This integrated planning process has been achieved by bringing a group of twenty child care workers, educators, manpower specialists, welfare mothers, concerned lay citizens and agency administrators together over a period of several months.

In our experience, such interaction rarely takes place in program planning for human services. As a result, we have a disappointingly large number of manpower programs fashioned primarily to provide jobs rather than services to the community. We undertake costly vocational training programs without fully examining the actual tasks that graduates will be expected to perform on the job. And, finally, to complete the chain of errors, we generally fail to consult either clients or trainees in planning our service programs and training operations.

It is our hope that you will see this report as a contribution to the planning of vocational education programs in the child care field. We also offer it as a practical example of action research. For, while the study presents some new information and some new ideas, its major impact has been to strengthen inter-agency support for the implementation of a program model genuinely responsive to the urgent needs of families in the inner city neighborhoods of Chicago.

Sincerely yours,

Myrna Bordelon Kassel

Myrna Bordelon Kassel, Ph.D.
Director Human Services
Manpower Career Center

MBK/bds

I

INTRODUCTION

This document is both the report of a study and a proposal for action. The study was undertaken for the purpose of developing an integrated model for the delivery of neighborhood-based child care services to residents of the inner city. With the model now in hand, our immediate concern is to find a way to test its workability in the City of Chicago.

The study was funded jointly by the Human Services Manpower Career Center and the Illinois Board of Vocational Education and Rehabilitation. Participating in this study were Elias Picheny, who served as Chief Consultant and Project Coordinator, the Child Care Study Committee, which he organized and chaired, and the staff of the Center.

The elements that go to make up a comprehensive child care program are well understood by a great many people. In Chicago, one merely has to refer to the recommendations which emerged from the 4-C's * planning group in 1970 after a full year of study.

The necessity for involving community residents in the planning, staffing and administration of local human services programs is also widely acknowledged. Public and private agencies in Chicago are becoming increasingly aware that programs can no longer be designed and delivered from the outside. If they have not come to this realization independently, a growing number of community organizations have certainly made the point extremely clear in recent years.

In the manpower field, the Federal government in such programs as New Careers, the State in its Model Employer Program and the City in undertaking a Public Service Careers Program all give evidence of the growing commitment to make more effective use of human resources. In short, it is now well-established public policy to encourage the development of career opportunity programs for workers in both public and private sectors of the economy.

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* Community-Coordinated Child Care Program Committee, the Chicago planning group working with the City's Department of Human Resources.

There is very little, therefore, that this study can add to our general store of knowledge about children's needs, community expectations, or the components of an acceptable manpower program.

What is perhaps the most important contribution made in this study is that all of these elements have been brought together to produce an integrated program model.

This document is intended for concerned agency administrators and community leaders who, for the most part, are thoroughly familiar with the inner city's need for child care services. Since the literature in this field is plentiful, no purpose is served by elaborating on what is already known or can be easily acquired from other sources. We have, therefore, made a conscientious effort in this report to set the stage only briefly and to move directly into the heart of the matter.

As concerned community groups and agencies read and respond to this document, we urge them to make their comparisons between the potential of this program model and the various alternative approaches now being offered throughout the country for the provision of child care services in inner city neighborhoods.

Our proposed model makes no claim to being the cheapest, the easiest or the only effective way to meet the need. We have chosen the small-sized program unit, however, as against the big, impersonal day care factories which some cities are turning to, fully aware that per capita costs will be higher in a smaller program. We think it is worth the extra dollars in terms of the quality of the environment and the services provided to children.

We have chosen a community model against a private-for-profit entrepreneurial model. We have staffed the program with human services workers who can provide effective linkage between the needs of families and available community services. We have included a parent education program as well as continuing education and career opportunities for staff.

We believe that the social benefits to be gained by developing community responsibility, parent involvement, the up-grading of workers and comprehensive family services are not generally available through private purveyors of commercial day care services. These are the choices we have made and we urge others to weigh their own.

II

THE OBJECTIVES OF THE STUDY

In developing this child care program model, the Study Committee sought to achieve four major objectives:

A. To Put the Needs of the Child First

Although the contribution that quality day care services can make to the child, the family and the community has been widely understood for a long time, Americans, until recently, have never demanded or supported extensive day care services. In contrast, many European countries and even some of the world's underdeveloped nations have sponsored impressive day care programs for many years. It has been the policy of French governments, for example, to provide free day care services for working mothers since 1877. *

In this country prior to the 1960's, day care programs were generally available only to families who could afford them. Neither private enterprise or government were willing to subsidize quality day care for low-income families. The only exception to this persistent national pattern occurred during periods of national emergency.

Our first aggressive effort came during the Civil War when we established day care centers "for the children of women needed to manufacture soldier's clothing and to clean military hospitals." ** Not until the Great Depression of the 1930's, in legislation establishing the Works Project Administration, did we renew the effort. Hundreds of WPA day care centers were opened for the purpose of providing jobs to unemployed teachers, nurses and others. Once again in World War II the need to recruit women workers in war industry stimulated heavy federal expenditures for day care.

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* At the present time the French government provides these free services to two million children in communities of over 2,000 residents whether or not the mother is working. These programs serve 52% of all the 2-year olds in France, more than 80% of the 4-year olds and 99.2% of the 5-year olds. From "Day-Care? In France, It's a Science", New York Times, December 20, 1970.

** Report of the Illinois Conference on Children and Youth, May, 1970.

In all of these moments in our national history, day care services were established primarily to deal with the crisis of war or the ravages of mass unemployment. The needs of children were of secondary concern.

In the past decade, a new national purpose emerged to spur the establishment of day care programs. In the 1962 and 1967 amendments to the Social Security Act, we undertood the effort to move welfare recipients from public assistance into employment. The Work Incentive Program (WIN) became the principal instrument to achieve that purpose.

Not until 1969 did we begin to see legislation genuinely addressed to the developmental needs of children. * Even though existing and pending legislation restrict funding to programs which give priority to welfare mothers and other disadvantaged families, it appears that we have finally arrived at the point where public policy reflects a concern for the needs of children and demands that the services provided be addressed to those needs.

What are the implications of this shift of public attitude and concern? What does this mean in terms of the kinds of programs we will now design and support?

The child care program proposed here is unequivocally committed to the child as its central concern. If other benefits flow from the operation of the program, they are a welcome bonus. The important point is that the program is designed primarily to enhance the well-being and development of the child. It is not a mere instrument to reduce welfare costs or to create jobs.

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* The Head Start Child Development Act, the Comprehensive Pre-School Education and Child Day Care Act and the Family Assistance Act were introduced in 1969 and the Comprehensive Head Start Child Development Act in 1970. All contain extensive provisions for encouraging quality day care.

B. To Provide Supportive Human Services to the Family Unit

Throughout the country, in communities large and small, Comprehensive Neighborhood Service Centers are being established or planned. The power of this movement stems from our growing realization that the present organization of our human services delivery system is fragmented, costly and destructive to human welfare.

In Chicago the eleven Urban Progress Centers operated by the Chicago Committee on Urban Opportunity share space with the Illinois Employment Service and the Cook County Department of Public Welfare. This plan of operation was worked out by the collaborating agencies in an effort to provide a multi-service Center in strategic neighborhood locations. This arrangement takes cognizance of the fact that an overwhelming number of persons seeking work are also in need of public assistance, housing, medical care, day care, legal aid, family counseling and other related services.

The Illinois Department of Mental Health is one major state agency which has moved rapidly in the direction of decentralization into the neighborhoods of Chicago through its sub-zone centers. The Woodlawn Service Project offers another example of the attempt to develop the kind of inter-agency coordination which can be responsive to the needs of the residents in a specific inner city neighborhood. Under construction on the West side of Chicago is the first Model Cities Neighborhood Service Center. A proposal is being finalized for the construction of a second such center on Chicago's South side. Eventually it is hoped that Neighborhood Service Centers will be available in each of the four Model Cities neighborhoods.

These are some of the indications of the movement which is taking place toward a more unified neighborhood-based service network.

A rational long-range plan for the City of Chicago would undoubtedly call for the establishment of such Comprehensive Neighborhood Service Centers throughout the community, beginning with those inner city neighborhoods where the needs are most acute. We are, nevertheless, a long way from having the funding capability or the legislative mandate to move boldly in this direction. In the interim, however, we can make every effort to strengthen existing neighborhood services and to build into new neighborhood programs the broadest possible scope of service.

While the small neighborhood-based day care program cannot possibly provide the whole spectrum of human services to its clients, it can, nevertheless, go beyond merely providing day care for the pre-school child. For here, at the point of daily contact with the child, staff will have the opportunity to understand and respond to the needs of the family unit for other services. Some of these needs can be handled promptly by staff of the day care center itself. Others will require referral, instruction of clients, the representation of client needs to other agencies and vigorous follow-up to assure the delivery of service.

Looking ahead to the time when an operating network of Comprehensive Neighborhood Centers may become a reality for Chicago, we will still need to rely on such smaller outposts as these to provide as many direct human services to the client as their resources will allow. It actually makes no difference whether the service program provides primary medical care, mental health, day care or other specialized service. The obligation each agency outposted at the neighborhood level has is to make an effort to deal with the client in terms of all of the needs he presents. If the agency cannot meet those needs, it must be prepared to provide referral and linkage to whatever other resources are available in the community. *

For now, then, and for the future, this expanded services concept appears to offer the best way to serve the client and to make most effective use of available community resources.

In this program model, therefore, we pay attention to the impact of the total family situation on the child. The staffing plan and the service program are geared to making the child care center a place to which the family can bring any problems which affect their security and well-being.

C. To Provide Inner City Residents with Career Opportunities in the Child Care Field

On December 18, 1970, the White House Conference on Children ended with twenty-three recommendations for Presidential attention. One of these called for adequate funding to provide training for at least 50,000 additional child care workers for the next ten years.

Where will these workers come from? Who will train them? What kinds of training programs will we need? How long a training program is needed to prepare a child care worker? For what kinds of tasks? At what levels?

All of these questions are highly appropriate if we are to make a realistic assessment of manpower and training needs for expanded child care services in the inner city.

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* In a June 1970 conference, sponsored by the Human Services Manpower Career Center, Arnold Nemore, health manpower specialist for the University Research Corporation, estimated that, based on his experience with OEO health centers, a community health center should be prepared to serve approximately 40,000 residents in the surrounding area in collaboration with four satellite centers. Each satellite center is responsible for providing services for 10,000 of these residents. In such a health care system, the satellite centers would be relied on to provide primary medical care, health education and related human services, using the Community Health Center and local hospitals as back-up resources. The same decentralization concept is applicable to the Comprehensive Neighborhood Service Center or any other network of neighborhood-based services.

It is an unfortunate fact that many well-conceived day care program designs contain staffing plans which bear no relationship to the actual supply of professional manpower in the urban ghetto. Plans which call for a Master's Degree in Social Work for program director and a Bachelor of Arts for supervisory staff are essentially pipe dreams. We cannot begin to meet the needs of inner city children if we continue to ignore the grim realities of supply and demand in the professional labor market. The fact is that we do not now have such a supply of professionals to draw upon nor can we expect the supply to get much better within the next decade.

Furthermore, as in the case of health manpower, the problem is as much a problem of distribution of available manpower as it is supply. * We have no reason to believe that by merely increasing the supply of professional workers in Chicago we will automatically guarantee their deployment into ghetto areas.

There are a number of other factors to consider in designing a manpower component for child care services in the inner city:

1. While many professionals tend to equate the quality of service a worker can give with formal academic education, recent experiences in poverty programs, community mental health centers and social agencies operating in the inner city contradict this view. They provide impressive evidence that indigenous workers, given appropriate entry level training and opportunities for continuing education, can often achieve far more effective outreach, develop closer rapport with clients and effect more successful pragmatic solutions of client problems.

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* A manpower survey conducted in 1968 by the Welfare Council of Metropolitan Chicago disclosed that of all MSW social workers in Chicago, 70% were employed in private agencies. For the state as a whole, the overall vacancy rate was twice as high in the public sector as in the private. Almost 4/5 of all MSW's were in the four major "case serving" fields. In Chicago, neighborhood and community work agencies together accounted for only about 5% of all social work manpower at all educational levels.

2. An increasing number of community colleges are beginning to produce middle-level manpower for the human services. The graduates of these programs, many of whom live in the inner city, constitute an excellent source of supply for filling direct care, supervisory and management jobs in their own neighborhood agencies. To the extent that the community colleges provide relevant work-study curricula, persons coming out of these programs should even be better equipped for the actual tasks to be performed in a child care center than many persons with traditional graduate school education.

3. The human services professional is frequently misused by engaging him in tasks for which he is actually overtrained. In view of the persistent small supply of professional workers, a more efficient use can be made of these scarce skills by using qualified professionals as trainers, consultants and program evaluators.

If we are committed to serving the needs of children in the inner city, we must begin now to design realistic staffing plans for child care services and to open wide the opportunities for the training of thousands of new workers. If we do not meet this challenge, we can expect that inner city residents in increasing numbers will attack their child care problems themselves with or without the benefit of professional guidance and with or without the training required to produce and sustain a high quality program.

This is already happening in many cities. In Chicago, a number of community organizations and youth groups have already moved to establish their own day care centers. In New York City, nine such centers staffed by neighborhood people serve 225 children in programs operating separate and apart from the regular city day care program.

On November 5, 1970, 100 mothers, teachers and children from these centers invaded the headquarters of the New York Department of Human Resources to demand funds and the legitimization of their staffing arrangements:

> "The principal distinction of the community-controlled centers involves personnel and staffing. In most cases the administrative head or education director, or both, may not meet the academic standards required by the city for financing.
>
> Advocates of the community-controlled centers contend they are better prepared to provide significant programs because the members of the staff come from the local area." *

The child care staffing plan developed for this program model takes these critical issues into account. It is designed to open up new employment opportunities in the child care field for residents of the inner city and to provide, through accredited entry-level and on-going training, a wide variety of career options for all levels of workers employed in the program.

D. To Develop and Sustain Full Community Participation in Program Management

From the present national administration down into the neighborhoods of Chicago we hear a rising chorus of demand for the decentralization of power, programs and money. Beyond the level of rhetoric, however, there are some significant disagreements and some important issues to be resolved.

What kinds of power can and should remain in the hands of government at local, state and federal levels? What responsibilities shall local community organizations have in making decisions concerning priorities, programs and the funds to be spent in their respective neighborhoods?

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* New York Times, November 6, 1970

In the area of day care, we have an excellent opportunity to confront these issues and to test out some new models for government-community collaboration. To meet the needs for day care in the inner city, we will need extensive funding support from all levels of government. It follows that in order to protect both the children to be served and the taxpayers who contribute the funds, governmental authorities must lay down certain basic program standards.

It is essential that these standards be flexible and that they be reexamined continually. Otherwise, we run the risk of producing the kinds of archaic and restrictive regulations which have hamstrung innovative programs in the past. These governmental standards must go beyond merely recommending community participation in program management. The time has come when we need to see the development of such local community responsibility as a prerequisite for a high quality program.

Community organizations, on the other hand, who demand unconditional community control are short-sighted if they fail to see the value of standard-setting and quality surveillance by governmental funding authorities. In demanding complete autonomy, they are also selling short the workers employed in their own neighborhood programs. In a mobile society such as ours, people move from one neighborhood, one city, one state to another. Workers in neighborhood agencies have a right to expect that their training and skills will be marketable wherever they go. This means that neighborhood programs, particularly the training programs, cannot be so parochial and so unrelated to the mainstream of job opportunities and training requirements that the worker cannot move with ease into the labor market.

It is also worth remembering that community control is extremely hard and demanding work. It calls for knowledge, skills and a continuing commitment to excellence.

As many community organizations have discovered, merely shifting the locus of control does not necessarily deliver a high quality program.

Somewhere between absentee management by outside authorities and unconditional community control by indigenous groups lies a broad new terrain for collaborative management of the human services in our inner cities. In designing this neighborhood-based child care program, it was our intent to build in such practical modes of collaboration between responsible government and responsible community groups. .

III

THE METHODOLOGY

In carrying out this study, the Project Coordinator sought the participation of individuals and agencies who might eventually become involved in a demonstration of the program. To this end, a Study Committee was formed which included representatives of key public and private agencies concerned with day-care services and mothers representative of those who might use such services. The scope of the study, the critical components of the model and the possibility of securing acceptance were all subjects for Committee exploration.

The Committee members listed on the following page include all persons who participated in one or more of the five formal meetings held in the late summer and fall of 1970. The Project Coordinator worked between the meetings with many of the Committee members individually. He also sought the advice of other knowledgeable persons in the community. Members of the Committee and the staff of the Human Services Manpower Career Center contacted and interviewed specific resource persons to verify information or clarify disputed points. Thus the study has a wider base of participation than suggested by the Committee membership alone.

The fact that a staff member of an agency participated in this study does not constitute a commitment on the part of his agency to implement the proposal. It does mean, however, that the agency point of view has already been included in the formation of this report and that there should be few, if any, substantive theoretical, legal, or procedural barriers to the implementation of this model.

A first step in the study itself was to select a study area. Consultation with the

STUDY COMMITTEE MEMBERS AND AGENCIES

Chicago City Colleges	Joan Swift, Ph.D.
Chicago Committee on Urban Opportunity	Art Murphy
Chicago Department of Human Resources	Barbara Hutchins Rose Perlove Clarence Cash
Cook County Department of Public Aid	Gertrude Cohn Lewis Levitt
Crisis Committee on Child Care	Sylvia Cotton Olive Greensfelder
Illinois Child Care Association	Dorothea Hosch
Illinois Department of Children & Family Services	James Hogan
Illinois State Employment Service and WIN	Margaret E. Fry Gene Wilson
United Charities of Chicago	Wilda J. Dailey Charlie Simpson
Welfare Rights Organization	Ginger Mack Catherine Dandridge Frieda L. Jones E. L. Claybrook Nessie Willis
Observer:	
U. S. Department of Health, Education and Welfare (SRS)	Eli Lipschultz

staff of Model Cities led to the selection of an area bounded by Cermak (2200 South), Kinzie (400 North), Stewart (400 West) and Cicero (4800 West). This area includes the community areas of West Garfield Park, East Garfield Park, Near West and North Lawndale. In 1960, 381,418 individuals resided in that 1800 square block area, of whom 23.2% were on public assistance and 26% had an income below $3,000.

This area accurately reflects the need for day care services in the inner city and the problems involved in providing these services. A 1966 study by the Welfare Council of Metropolitan Chicago indicated that there were a total of 28,200 children with working mothers in this geographical area. The Council estimated that 7,800 of these children needed day care services. In that year, there were seven full time and two part time day care centers serving this area with a total capacity of 645 children. *

A more recent report from the Welfare Council indicates that total day care capacity in the Study Area increased from 645 in 1966 to 794 in 1969. ** However, comprehensive data regarding the capacity, enrollment, nature of service and sponsorship of day care programs in the Study Area are not readily available.

Nevertheless, the Study Committee, on the basis of available data and the experiences reported by agency representatives, has concluded that:

1) Less than 10% of those children needing day care in the Study Area are accommodated by existing services.
2) Many of the existing services represent limited custodial care rather than comprehensive child development programs.

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* See Appendix II for Map of the Study Area.

** See Appendix III for Report of Day Care Needs and Resources in the Study Area.

3) In order to engage in meaningful planning more specific data on needs and resources is needed on a neighborhood basis.

To insure the viability of the plan for its potential clients, the Lawndale Welfare Rights Organization was invited to serve on the Study Committee. These mothers canvassed several blocks in the Study Area and developed a list of over fifty Welfare Mothers who declared their interest in work-training if appropriate child care services were made available.

A leading Chicago architect familiar with licensing requirements for child care facilities made a careful evaluation of potential facilities in a representative twenty-five block area. *

With this basic background information, the Study Committee began to work out the design of the proposed child care center. As requests for information or specific proposals were generated by the Committee, the Coordinator and the staff of the Human Services Manpower Career Center prepared working papers for Committee review. Many of the specific components of the model were revised in group meetings as the overall design began to evolve.

The recommendations of the Committee therefore represent a consensus arrived at after vigorous discussion and full exploration of all points of view, with a constant give and take and mutual concern for finding realistic solutions. Throughout this process members of the Committee reflected a commitment to quality of care, a search for new approaches and an urgent concern that Chicago begin to rapidly expand its resources for day care services appropriate to the needs of the children, the families and neighborhoods of the inner city.

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* See Appendix IV for Report of Mr. John H. Alschuler, Consulting Architect.

IV

THE PROGRAM MODEL

The term "day care" has been used to refer to a wide variety of arrangements which can be made for the supervised care of children away from their homes. Programs may offer services for either part or all of the day during those periods when parents or guardians need or wish to delegate responsibility for such care to others. Day care programs, therefore, have ranged from those which merely provide basic care and protection to those which offer more comprehensive services designed to supplement parental and family roles. These latter programs offer a wide variety of experiences to enrich and stimulate the child's growth and development.

In this program model the terms "day care" and "child care" are used interchangeably to describe programs which provide the fullest possible range of services that available resources will support.

A. Some Basic Assumptions

The persons, both child care specialists and laymen, who collaborated in this study brought certain other prior assumptions to the task of designing the program model. Some of these are based on research findings; others on observation and experience with inner city family life:

1. Research data in the field of educational psychology continue to provide evidence of the tremendous learning potential of the pre-school child. It is therefore essential that staff providing direct care services to children be trained to function as early childhood educators rather than as mere caretakers.

2. Any educational experience can be vitiated if the total milieu of the learner is neutral or is opposed to the learning experience. Therefore, the entire family, and in particular the mother, must be involved in and supportive of the goals of the child care program.

3. Insisting that a mother relate to and transport her children to a number of program centers organized according to age categories adds needless complication to an already pressured existence. This problem can best be dealt with by establishing programs which accept children of pre-school age through high school. *

4. Transportation is difficult and costly to the inner-city poor. Car pools are rare and public transportation is not always convenient or feasible for young children. Therefore, programs should be located within walking distance of the users.

5. Transportation problems are not the only reason for developing small-scale service units. From the point of view of the emotional needs of the pre-school child, the smaller group program offers a more manageable transition from the home situation into a community care setting.

6. While innovative pilot projects often include excellent training programs for staff, they tend to be isolated from the mainstream of accredited training for other available jobs in the community. We therefore propose a staff development plan for this project which can not only stimulate vertical mobility inside the program but can also provide the competencies and credentials to enable workers to obtain employment in other private and public agencies.

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* The special problems of infant day care centers and present licensing restrictions make it undesirable to attempt to include infants at this time.

7. City planners have estimated that at the present rate of renewal, it will take approximately 400 years before we are able to tear down and rebuild those buildings in Chicago which need to be replaced. Therefore, if a child care program is to have any significant impact on this generation of Chicagoans, it must make use of all facilities currently usable or capable of renovation at reasonable cost.

B. The Service Program

This program is designed to provide a comprehensive child care program on a neighborhood basis serving the residents of the immediate neighborhood in small groups, utilizing neighborhood facilities, thus avoiding the high costs and long delays involved in the renovation or construction of major buildings.

The services provided in this model include:

1. Quality child care for 40-50 pre-school children;
2. After-school programs for a similar number of school children;
3. Family life education and social services for the families affiliated with the program; and
4. A developmental program in child care and human services for all members of the staff.

The program is headquartered in a Central Unit which serves a twenty-five block area. The Central Unit is responsible for providing administrative and supportive services to five Mini-Centers located in the cachement area.

Each Mini-Center, serving a five block area, and therefore within walking distance of all its clients, carries the primary responsibility for serving eight to ten pre-school children for the full day and a similar number of elementary and high school children after school hours. The Mini-Center is open for child care service from 7:00 A.M. to 7:00 P.M., Monday through Friday, as well as two or three evenings a week for family life education and other services.

The pre-school program will provide a full range of experiences to stimulate the growth and development of each child. Emphasis will be placed on creative play, an emotionally responsive environment, the maintenance of wholesome dietary and health habits, the development of self-confidence and the building of satisfactory relationships with other children and adults. Through field trips into other neighborhoods and the central city, the children will have frequent opportunities to become familiar with other ethnic and racial groups, other lifestyles and new sources of learning and pleasure presently unavailable in most inner city neighborhoods.

The school age program will provide opportunities for self-determined group activities, recreation and assistance with school work. The older children will be given individual attention as needed and will be encouraged to assist the staff in working with the younger children.

The family life education program will encourage learning experiences designed to support stable family life. Activities will be planned to help individual members of the family understand their appropriate roles and relationships. Mothers, in particular, will be encouraged to improve their skills as homemakers, to learn new ways of teaching and playing with their children and to gain a fuller understanding of their own anxieties and concerns.

Staff resources will be available to provide direct assistance with special family problems and to make appropriate use of outside resources. In addition to the medical services available to the children, family programs will provide health education to prevent the onset of illness and to encourage early treatment. Consultation will be available to individuals seeking to enroll in job training programs or who experience difficulty in adjusting to new job situations.

The work of the five Mini-Centers is supervised and supported by the staff of the Central Unit whose key responsibilities are:

1. To handle all major administrative responsibilities for the Mini-Centers such as payroll, personnel record-keeping, budgeting, the rental and purchase of facilities and equipment.

2. To act as a back-up and relief staff for Mini-Center workers who are in training, ill or otherwise unavailable for work.

3. To provide direct program support both from its own staff of full-time workers and from its pool of professional consultants. If a Mini-Center Director, for example, needs assistance in working with a child who is physically or mentally handicapped, such help can be requested from the Central Unit. The latter will either provide a member of its staff with competence in this problem area or will arrange for a specialist to consult with the Mini-Center Director.

4. To supervise the planning and conduct of the family life education program, serving as group leaders for discussion sessions and arranging to bring in outside resources who can contribute to the program.

5. To supply auxilliary health and human services to the families affiliated with the program.

6. To plan and supervise the staff development program which provides all employees with accredited entry level training and on-going opportunities to pursue their full career potential.

7. To solicit the participation of volunteer and student workers in the operations of the Mini-Center; to prepare these volunteers and students for making an effective contribution to the program and to deploy them wherever they can be most profitably utilized.

8. To organize and maintain close working relationships with the local community through a Governing Board comprised of clients, staff and community representatives.* The functions of this Board are to participate in the recruitment and selection of both clients and staff, to take responsibility for all major policy and program matters, to monitor the use of funds and to evaluate the effectiveness of the overall program. Board members are also actively involved in helping to build the understanding and support for the program throughout the entire community without which this program cannot succeed.

Keeping in mind that the demand for these child care services will far exceed the available slots, the Study Committee recommends that the following priorities be considered in enrolling participants. In ranking order they are:

1. Dependents of welfare recipients who are enrolled or agree to enroll in the federal WIN program.
2. Dependents of welfare recipients who are employed or enrolled in other training programs but do not have satisfactory child care arrangements.
3. Dependents of welfare recipients enrolled in remedial education programs not related to the WIN program.

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* For a review of parent, staff and community participation in program management see Head Start Policy Guidelines, available through the Office of Child Development, HEW.

4. Dependents of non-welfare individuals whose earnings fall below the "low income level" as determined by current United States Department of Labor criteria. *
5. Dependents of moderate income families. These families should be expected to pay a fee based on a sliding scale according to income and size of family. **

C. The Physical Facilities

The survey made of structures in the study area that might be suitable for the program indicates that there are many potential spaces available. They will, however, have to be screened on a very selective basis to avoid heavy initial expenses.

The consultant architect estimates that 750 square feet to 1,000 square feet will be required for each Mini-Center of which 560 square feet to 700 square feet are needed for the direct activities with children. The remaining space will be utilized to provide a small office for record-keeping and counselling with parents as well as the required storage space, kitchen and at least two toilets. With the exception of existing church facilities which might already have a full code kitchen, it is assumed that the facilities to be used would provide only a warming kitchen and a refrigerator and that the noon meals would be catered.

1. Storefronts- There are many unoccupied stores within the target area which can be used. All of the available stores, however, are in older buildings and will require a substantial amount of rehabilitation work. Costs for the rehabilitation of such space should be anticipated in the range of $10,000 to $12,000, providing the spaces selected are in a reasonable state of repair.

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* See Appendix V for Guidelines to Determine Low Income Levels Based On Family Size.

** See Appendix VI for Proposed Monthly Fee Schedule.

2. Churches- While there are many churches within this area, relatively few of them are either new or equipped with adequate facilities for the day care program. One relatively new church located on South St. Louis Avenue could provide excellent facilities for a Mini-Center. The space consists of one large classroom and three smaller spaces all located on the first floor. This structure could be adapted to meet all code requirements including the kitchen for an estimated $2500. Since most of the churches in the area are older structures, some alterations would be required. Budgets to bring these facilities up to code requirements would be in the range of $5,000 to $8,000.

3. Apartments- The most desirable apartments would be located in new facilities now being developed by the Chicago Housing Authority or by private or "not for profit" developers under FHA programs #235 and #236. Major savings can be made by negotiating with developers prior to construction. By making minor modifications in the construction plans, facilities could be developed at a nominal capital investment.

4. Prefabricated Units- Prefabricated facilities ranging in size from 12 feet x 60 feet to 20 feet x 45 feet were also considered. Such facilities could be established on vacant land and could easily be moved if necessary or desirable. It is estimated that the cost for purchasing and installation, including a nominal amount for landscaping, would run between $8,000 and $14,000.

Based upon his survey the architect concludes that "an ample number of facilities are available throughout the entire area at an average cost of $10,000 or less. Depending upon the flexibility of locations and given time to negotiate with potential developers or redevelopers of properties, it may be possible to cut these costs very substantially." *

D. The Staffing Plan

To staff the Central Unit and its five Mini-Centers, the program requires twenty-eight full-time workers. Additional staff resources include professional consultants, volunteers and students engaged in work-study programs.

Employees are recruited primarily from the community itself and every effort is made to utilize welfare mothers who wish to enter child care and human services careers. Graduates of community college programs in child development and human services are sought for supervisory and management positions with preference going to persons living in the cachement area.

In view of the scarce supply of trained child care workers in the inner city and the limited number of training programs currently available in Chicago, selection of staff is based not upon formal education requirements but on personal maturity, commitment to children, experience and motivation to participate in a continuing education process.

Although no formal education requirements are considered mandatory for workers employed at various levels in the program, job descriptions do indicate where persons coming into the program from the outside may enter if they have an Associate of Arts, Bachelor of Arts, or Master of Social Work Degree. In view of the high priority placed on continuing education for all staff, it is a policy of the agency to give employees who demonstrate excellence in work performance and learning capacity the opportunity to be promoted from within to more responsible

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* See Appendix IV for the full text of Mr. John H. Alschuler's report on which this summary is based.

jobs. Such experienced employees will compete without prejudice for higher level positions in the program with more academically trained applicants.

The basic reasons for such a policy are two-fold: 1) The demonstrated job performance and commitment of a worker to the program are highly valued as compared with an applicant who may have excellent academic training but less experience and no prior relationship to the community and 2) Persons who have completed extensive professional training, including field experience, and wish to contribute to the program are most effectively utilized in the consultant role.

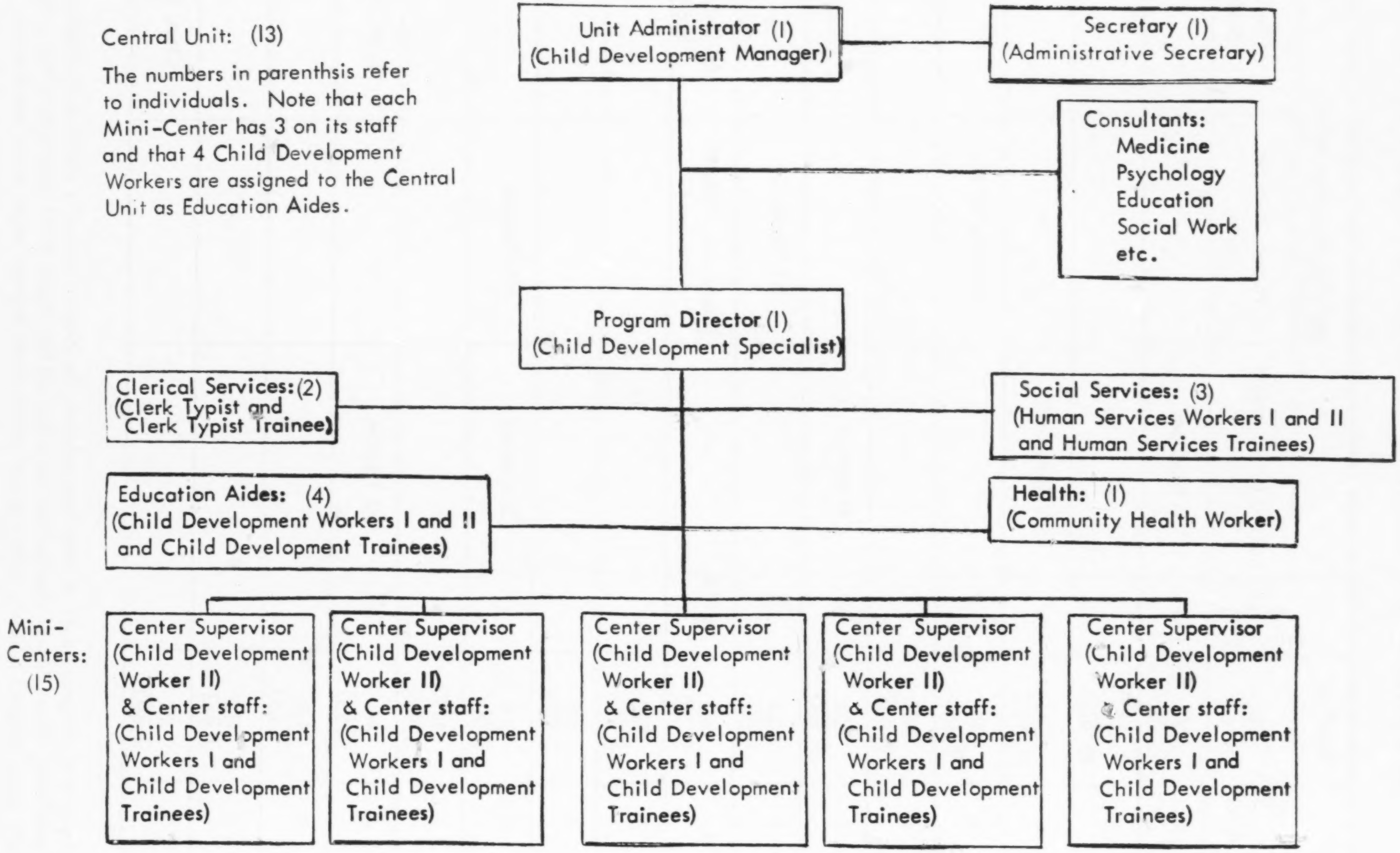
The direct care services to children and the auxiliary services to families are provided by the full-time staff. Professional consultants are not utilized to direct the program but rather to provide specialized support services to the staff, to assist both in staff training and family education programs. They are also participants in the Center's on-going process of evaluating the effectiveness of its overall program.

The Table of Organization which follows utilizes job titles consistent with the Child Development Career series proposed by the Human Services Manpower Career Center for use in the Illinois Department of Children and Family Services. The pay grades and salaries are based on those presently in use in the State Civil Service. Although the State does not have a Human Services Worker series at this time, the City of Chicago has declared its intention to introduce this title into its Department of Human Resources and several other agencies.

We have, for purposes of this study, used both the Child Development and Human Services titles to indicate a substantive difference in function between these two kinds of workers. The Child Development Workers are primarily en-

Central Unit: (13)

The numbers in parenthsis refer to individuals. Note that each Mini-Center has 3 on its staff and that 4 Child Development Workers are assigned to the Central Unit as Education Aides.


Unit Administrator (1)
(Child Development Manager)
Secretary (1)
(Administrative Secretary)
Consultants:
Medicine
Psychology
Education
Social Work
etc.
Program Director (1)
(Child Development Specialist)
Clerical Services: (2)
(Clerk Typist and Clerk Typist Trainee)
Social Services: (3)
(Human Services Workers I and II and Human Services Trainees)
Education Aides: (4)
(Child Development Workers I and II and Child Development Trainees)
Health: (1)
(Community Health Worker)
Mini-Centers: (15)
Center Supervisor (Child Development Worker II) & Center staff: (Child Development Workers I and Child Development Trainees)
Center Supervisor (Child Development Worker II) & Center staff: (Child Development Workers I and Child Development Trainees)
Center Supervisor (Child Development Worker II) & Center staff: (Child Development Workers I and Child Development Trainees)
Center Supervisor (Child Development Worker II) & Center staff: (Child Development Workers I and Child Development Trainees)
Center Supervisor (Child Development Worker II) & Center staff: (Child Development Workers I and Child Development Trainees)

SAMPLE STAFFING PLAN FOR NEIGHBORHOOD-BASED CHILD DEVELOPMENT PROGRAM

THE RELATIONSHIP OF POSITIONS TO JOB SERIES, SALARY AND DEGREE LEVEL

Pay Grade	Starting Salary Mo. Year	Equivalent Degree Level *	Job Classification Series		
			Child Development Series	Human Services Series	Clerical Series
18	975 11,700	MA	CD Manager		
17	912 10,944				
16	853 10,236	BA	CD Specialist		
15	800 9,600	BA		HS Worker II	
14	753 9,036				
13	705 8,460	AA	CD Worker II		
12	663 7,956	AA		HS Worker I	
11	620 7,440	(LPN)		(Community Health Worker)	Administrative Secretary
10	583 6,996				
9	549 6,588				
8	518 6,216	-	CD Worker I	HS Trainee	
7	489 5,868				
6	461 5,532	-	CD Trainee		Clerk Typist
5	436 5,232				
4	412 4,944				
3	391 4,692				Clerk Trainee

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* Equivalent Degree Level as used here reflects the degree normally required in comparable State positions. Even though degrees are not required for higher level positions in this program, they are shown here to indicate where persons with these degrees might enter the program.

gaged in program services to children. The Human Services staff are essentially generalists, working with families and providing linkage to other community resources. While these functions differ, it is not in any sense mandatory to set these positions up separately in a Civil Service classification system. If, for example, a Human Services generalist series were introduced into a Civil Service system, it could serve to cover a wide variety of specialized job functions in the human services. Individual working titles could continue to be used to describe the work functions of staff members in a particular program. But, for the purposes of rationalizing salary structures and job requirements and in order to facilitate lateral transfers and programs, one Civil Service series could be used to include all direct care workers in the human services agencies.

In utilizing these particular job titles, therefore, we are not making any rigid or final recommendations that these specific classifications be used. Much will depend on whether the program is sponsored by a State, City or private agency and whether suitable personnel classifications already exist or need to be created within the sponsor's job classification system.

The Central Unit staff includes thirteen workers, four of whom provide administrative services and nine of whom provide program services. The Unit Administrator directs the entire operation with the assistance of the program and clerical staffs.

The Administrator's position calls for an individual with managerial competence and the ability to develop close working relationships with the community. Although it is not essential that the Administrator be a highly skilled child care practioner himself, he must have a broad grasp of what constitutes a quality program and be able to communicate program goals and needs to the professional consultants and the program staff.

The service operations are administered by a Program Director in collaboration with four Child Development Workers, three Human Services Workers and a Community Health Worker. The Program Director is the key person who must provide leadership on all program matters to the Central Unit staff and, through them, to the Mini-Center staffs. In the Program Director, therefore, we look for an individual who is thoroughly familiar with the needs of the direct care staff and can make effective use of professional support services.

The Child Development Workers under him are in close daily contact through field visits and telephone with Mini-Center staff, focusing their attention on the needs and problems of the children enrolled in the program. The Human Services Workers schedule their activities so that they are available at Central Headquarters for consultation with families, can arrange home visits when the need presents itself or accompany clients to other agencies.

It would be highly desirable to have a Licensed Practical Nurse to fill the position of the Community Health Worker. This would enable the Central Unit to provide some primary health care to the Mini-Centers and to handle emergency medical care needs. If a Licensed Practical Nurse cannot be obtained, we recommend that a Community Health Worker, knowledgeable about other community health care resources and trained to function as a health educator be employed. In either case, the health worker will need to work in close collaboration with the consulting physician.

Each Mini-Center has three full-time direct care members on its staff. The Child Development Worker II serves as supervisor and assists both the Child Development Worker I and the Child Development Trainee in the conduct of the day care program and other activities of the Mini-Center. It is here at the Mini-Center that volunteers and student workers are utilized to augment the capability of the staff in conducting field trips, supervising after school recreational activities, tutoring and assisting individual children and parents with their special problems.

The specific responsibilities which pertain to each position in this program are spelled out in detail in the job descriptions contained in Appendix V. These descriptions also include minimum desirable qualifications and selection guidelines. They have been prepared in the technical format and language which can make them immediately useful to personnel administrators in public and private agencies.

E. The Career Development Program

1. The Program as a Training Base for New Manpower- Confident that this neighborhood based program model would be highly successful in meeting the needs of the inner city, the Study Committee was concerned that each pilot project or projects generate new manpower capable of extending the program model into other neighborhoods.

Through the establishment of trainee positions in each of the three principal areas, child development, human services and clerical services, a structure exists to bring new workers into the program for a six-month period. At the close of the training period the worker may, if a vacancy exists, move upward into a permanent position, may be spun off into another neighborhood program or may choose to enroll full-time in a community college course of work and study.

In evaluating the size of the staff and the personnel budget recommended for the program, it is important to keep in mind that a basic function of the program is to serve as such a recruitment and training laboratory for new inner city human services workers.

2. Training Prior to Full-Scale Operation- Six months prior to the full-scale opening of the Central Unit and the Mini-Centers, and, subsequently on a regular on-going basis, all employees will participate in an entry level training program. If workers with prior training and experience can be recruited, they will also take part in the training program in order to share their learnings with others, to develop a sense of team membership and to become oriented to the specific goals and characteristics of the program.

During this period, the Center will negotiate practicum experiences for the trainees with nearby day care centers and other programs serving children in various age ranges. This will enable workers to learn by doing, to develop practical skills and to relate the knowledge they are acquiring in more formal sessions to their direct experiences with children.

To the extent that some of the Mini-Centers can be made ready for partial operation during the first six months, it may also be possible for the trainees to begin to work with small groups of their own clients for limited periods of the day.

3. Elements of An Effective Career Development Program- The success of the career development program requires the full commitment and collaboration of three parties: the Center, the worker and the community college. As the employer, the Center will need to make it clear to each worker that participation in a continuing education program is a basic condition of employment. A release time policy, allowing twenty percent of the work week for training purposes will be enforced. Supervisors will be expected to plan the work schedules of relief

staff, volunteers and students to ensure full coverage of the service program during those periods when employees are in training sessions.

In developing its career program, the Center, in collaboration with its consultants and the community college, will identify the knowledge and skills required for each level of worker in the program. These will be organized into a series of four training sets and together they will constitute a continuum of on-going education to prepare workers for upward mobility. Each employee, in accepting a position with the Center, will be required to complete the training set unless he comes into the program with equivalent prior training. In that case, he may be exempted from those portions of the training which he has already completed.

It is more likely, however, that many excellent and highly motivated applicants will need help in developing their basic skills. Reading ability, for example, is critical, since all direct care workers will be expected to be able to read to children. For these employees the first six months of entry level training should provide intensive help to develop these basic skills.

For those employees who aspire to higher level jobs additional training sets must be successfully completed before promotion can be considered by a Board of Review.

The Board of Review is a panel comprised of a representative selected by the employee, a representative selected by the Administrator and a representative of the Center's Governing Board. In the event that a Center is sponsored by a public agency operating under Civil Service requirements, recommendations of the Board of Review for promotions will require the approval of the Civil Service authority. Machinery of this kind is operational in the State of Colorado and has proved effective in establishing a more objective and therefore more equitable procedure for handling promotions.

It is reasonable to expect that among members of the staff certain individuals will demonstrate superior work performance, an unusual capacity to learn and a high degree of motivation for further career development. For those individuals arrangements should be made to provide the scholarship and stipend support that will allow them to enter a full-time course of study at a community or four year college. *

4. Career Ladders and Lattices - During the past year at both City and State levels, personnel policies with respect to the hiring and upgrading of disadvantaged persons have been in a state of transition. The changes that are taking place have been stimulated by the State's Model Employer Program, the Chicago Model Cities Program and the Public Service Careers Programs of both the City and the State. All of these programs have taken some steps to open up new career opportunities for residents of inner city neighborhoods.

However, except for the State's Mental Health Career Series which was officially approved in December of 1969 and is not yet implemented, these changes have not yet been firmly expressed in well-articulated career ladders and lattices in the human services agencies. Furthermore, while some of these

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* The Employment-Education Program of the State of Illinois provides such opportunities for educational leave. In the past this program has been used primarily to support students entering graduate school programs. We recommend that these resources now be made widely available to workers entering community college and four year programs. Employers in other government jurisdictions, private agencies and community organizations are also encouraged to adopt such educational leave and stipend policies.

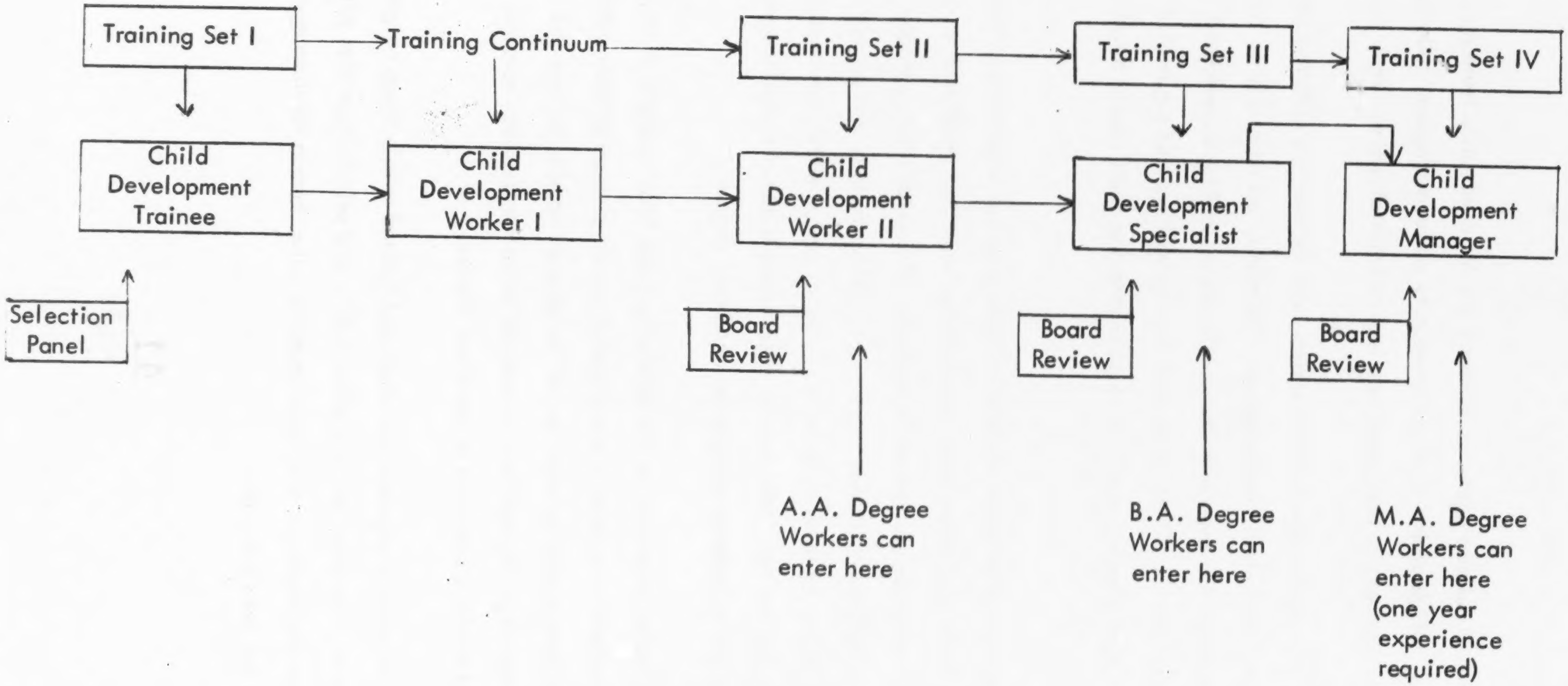
programs have stimulated agencies to reach out for community training resources, the number of collaborative agency-community college programs fully committed to career development in the human services remains disappointingly small.

In assessing the career opportunities which exist for workers entering jobs in neighborhood-based child care programs, therefore, we must rely on the hope that the momentum for change in the public sector will be accelerated in the coming months and that State, City and County will provide aggressive leadership to all human services agencies by strengthening their career development programs.

The child care program model developed here proposes a personnel structure open at the entry level and committed to providing the fullest possible opportunity for career development for all of its workers. This means that a worker can begin as a child development, human services or clerical trainee and proceed with training and experience to increase his level of competence, responsibility and income-earning ability. This process takes place without compelling the worker to leave his job in order to acquire an academic degree.

The career ladder presented on the following page is an example of how the child development sequence is structured to permit promotion from within, while at the same time providing entry points for workers coming in from the outside with prior training. Promotional sequences for human services workers, clerical workers and health workers have identical features.

The extent to which manpower recruited and trained within these neighborhood-based programs can move out into other public and private agencies will, of course, depend upon the readiness and commitment of other human services agencies to implement the same principles.


Training Set I
Training Continuum
Training Set II
Training Set III
Training Set IV
Child Development Trainee
Child Development Worker I
Child Development Worker II
Child Development Specialist
Child Development Manager
Selection Panel
Board Review
Board Review
Board Review
A.A. Degree Workers can enter here
B.A. Degree Workers can enter here
M.A. Degree Workers can enter here (one year experience required)

CHILD DEVELOPMENT CLASSIFICATION SERIES AND CAREER LADDER

PROPOSED FOR USE IN THE ILLINOIS DEPARTMENT OF CHILDREN AND FAMILY SERVICES

Should the present trend continue and result in permanently opening up new opportunities for the employment and advancement of trained inner city residents and community college graduates, we can confidently expect that persons coming out of these neighborhood programs will be in great demand during the coming years. Many of those who have chosen to specialize in the field of child development will be excellently equipped to function in other settings serving children and youth, including the mentally ill and the retarded. From among the human services generalists many will come prepared to take staff positions in a wide variety of agencies, such as neighborhood service centers, mental health centers and community health agencies. *

F. The Training Design

During the first six month training set, when workers will be combining study and practicum experiences, it is expected that trainees will be able to earn fifteen hours of community college credit. ** When the Mini-Centers open, the release time for training policy will allow workers to earn nine credit hours each Fall and Winter semester and six credit hours each Summer term.

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* On January 28, 1971, New York City's oldest private social agency, the Community Service Society announced that "it would end 123 years of family casework and individual counseling." These techniques, it said, "had proved inadequate for the poor who face overwhelming problems in the slums. The Society therefore plans to attack these problems by working directly with existing neighborhood groups to deliver services, to exert pressure on government agencies and to coordinate existing public and private programs. While the society is not yet clear about what specific work it will do, officials say that projects might range from bookkeeping services for community groups to setting up day care centers." New York Times, January 29, 1971. We cite this example as an indication of the direction which many private agencies can be expected to take in the coming years and which will result in opening up new employment opportunities for indigenous workers.

** At the close of this six month period it is recommended that the worker receive a certificate from the community college giving official recognition to his successful completion of the training program.

In each of these semesters one of the courses is a supervised on the job practicum which can be conducted on the site of the Center. Thus it is entirely feasible that a worker entering the program may obtain an Associate of Arts degree in two and one-half to three years. *

A community college core curriculum for the human services has been developed by the Human Services Manpower Career Center which is adaptive to the needs of both the child development specialists and the human service generalists who will be employed in the child care program. ** The sequence of courses, seminars and practicum which are suggested require close and continuing collaboration between community college, Center staff and consultants to ensure the relevance of the training to the needs of the program. In those courses which are specific to the child development field, the Study Committee places highest priority on the following six areas to be included:

1. Child Development from Birth to Adolescence
2. Health and Nutrition of Young Children
3. Principles of Early Childhood Education
4. Group Care of Young Children
5. Activity Programming for Children
6. Introduction to Group Dynamics

Since one of the most serious problems we face in expanding educational programs in the human services field is the limited supply of qualified teachers, we recommend that the professional consultants working in this program as well as experienced trained staff be considered for joint appointments on community college faculties. Such arrangements can build a bridge between the school and the community to the mutual enrichment of both.

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* In the event that sufficient on-site courses cannot be negotiated successfully because of articulation problems with the four year colleges, three years may be required to complete the community college program.

** See Appendix VIII for Proposed Community College Curriculum. A fuller description of this curriculum is contained in "A Training Design for Entry Level Workers in the State of Illinois Human Services," Human Services Manpower Career Center, October 1970.

G. A Program Implementation Strategy

1. A Calendar for Setting Up the Program- To set up the proposed child care operation in an efficient and planful manner, the lead-time required will be approximately nine months. These are the proposed steps to be taken during this period and an approximate time-table for each phase of the advanced planning to be done.

Step I- Activities during the 9th month prior to opening

- Once the auspices of the operation has been determined, employ the Administrative Director.
- Organize the Governing Board and, in consultation with the Board, employ the Program Director, the Human Services Worker II and the Administrative Secretary.
- Set up the plan for financial and other record-keeping.
- Obtain facilities for the Central Unit along with the necessary equipment and furnishings.
- Finalize written agreements with all funding sources and negotiate specific relationships with the WIN program and Cook County Department of Public Aid.
- Spell out specific procedures for the recruitment of clients and staff, including the development of enrollment forms and job application forms.

Step II- Activities during the 8th month

- Continue to develop relationships with all key local community groups.
- Initiate recruitment for Child Development Trainees as well as the remainder of the Central Unit staff.
- Begin interviewing applicants for program services and employment.
- Initiate plans with community college for Training Set I, including the identification of leadership and training resources and methods of evaluating satisfactory achievement.

- Develop training materials and curriculum.

Step III- Activities during the 7th month

- Complete employment of all Central Unit staff.
- Conduct orientation and training of Central Unit staff.
- Make final selection of Child Development Trainees.
- Finalize arrangements for Training Set I.
- Make provisions for temporary care of children of trainees.

Step IV- Activities during the 6th, 5th and 4th months

- Begin Training Set I.
- Initiate procurement of Mini-Center facilities; develop plans for remodeling Mini-Centers.
- Order equipment and supplies.
- Evaluate individual trainee performance in the event that any who are proving unsuitable for child care work can be referred to other services and training programs.

Step V - Activities during the 3rd month

- Finalize arrangements for renting Mini-Centers.
- Undertake necessary steps to prepare physical facilities for opening.
- Organize Performance Review Boards.
- Plan evaluation system for project.

Step VI- Activities during the 2nd month

- Conduct orientation meetings with families of each Mini-Center.
- Initiate planning for Training Set II.

- Develop concrete plans for the operation of social, medical, family life and education programs.
- Develop concrete plans for training and utilizing volunteers and work-study college students.
- Consult with Training Set I staff to recommend trainees for Certification of Satisfactory Completion of Training.
- Arrange for implementation of evaluation procedures.

Step VII- Activities I month prior to opening

- Assign staff to Mini-Centers.
- Recruit and train volunteers.
- Arrange with colleges for student placements.
- Organize Mini-Center operations.
- Make arrangements for food services.
- Interview children and assign them to groups.
- Develop plan for ongoing services to those in job training.
- Conduct "dry run" in each Mini-Center one week prior to opening.
- Publish a manual of operations.

2. Equipment and Supplies- While the core of a quality program depends primarily upon the quality of the staff, it is essential that adequate and appropriate equipment and supplies be made available to the staff. Since detailed lists and guidelines for these items are published by the Illinois Department of Children and Family Services, they need not be listed in this report. *

We would like to emphasize, however, the importance of relating the equipment and supplies purchased to the needs of these inner city children and families.

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* See Program Guides for Day Care Centers and Ways of Developing Well-Rounded Programs for Young Children in Group Care, published by the Department.

Because programs for more affluent white neighborhoods have constituted the major market for child care equipment in the past, it is particularly desirable that inner city parents and children have a voice in determining what kinds of equipment and supplies meet their own needs. We suggest, therefore, that a committee of parents and children be involved in selecting the equipment and supplies for the Center.

Because of the multi-service approach taken in this program, additional materials will be required for the social services, health services, family life education and the staff training components of the program. Thus, the Central Unit schedule might include such items as cassette tape recorders, an overhead projector and inexpensive film projection equipment. Some of this equipment may be borrowed or rented from other neighborhood agencies and individuals.

In estimating costs for equipment and supplies we utilized the "Budget Guides for Day Care Centers" issued in 1970 by the Illinois Department of Children & Family Services. The recommended maximum costs for twenty children were applied to this program. In view of the length of time it usually takes to deliver equipment, we recommend that a detailed list of equipment and supplies be finalized and ordered at least four months prior to the planned opening date.

3. Initial Costs for Space, Permits and Equipment- The following costs are maximum projected expenditures for renovating physical facilities, for permits, fees and equipment.

	a) Facilities- Mini-Centers (as per report of Mr. Altschuler)	$60,000
	b) Permit and Fees for Code Compliance	1,000
*	c) Equipment and Supplies	10,000
		$71,000

4. Operating Budget- The estimated annual budget is $309,310, seventy percent of which is for personnel services. The salaries recommended for each position are based upon the grade level for comparable positions in the State Civil Service pay plan. Step I or the starting salary for the grade is used.

The budget items included are largely based upon the "Budget Work Sheet" of the State of Illinois Department of Children and Family Services. The amounts recommended for staff training, supplies, food replacement and maintenance, emergency needs, dental and medical services and work with parents were based upon the desirable per capita amounts stipulated in the HEW's "Standards and Costs for Day Care." "Desirable" is defined by the HEW to "include the full range of general and specialized developmental activities suitable to individualized development" for a day care center. Estimates for the remaining budget items were based upon current experiences in selected day care centers.

PROPOSED ANNUAL OPERATING BUDGET*

			Total
1.	Personnel	$197,592	
	10% for Social Security and fringe benefits	19,759	$217,351
2.	Career development program (10% of Personnel plus $5,000 for materials, fees and supportive services)		24,759
3.	Rent- Five Mini-Centers at $1,800	9,000	
	One Unit Center	3,600	12,600
4.	Utilities (Telephone, Electricity)		3,000
5.	Insurance (Fire, Theft and Liability)		2,000
6.	Supplies- pre-school, 45 x $75	3,375	
	school children, 45 x $40	1,800	5,175
7.	Food- pre-school, 75 x $210	15,850	
	(children and staff, 2 meals and snacks)		
	(school children, snacks only)	900	16,750
8.	Replacement and Maintenance, 90 x $15		1,350
9.	Emergency, 90 x $20		1,800
10.	Dental and Medical, 90 x $60		5,400
11.	Conference and Travel, staff		2,000
12.	Miscellaneous- Auditing and Reports	1,000	
	Bank Services	300	
	Printing and Publicity	1,000	
	Janitorial Services	1,000	3,300
13.	Consultation Services		10,000
14.	Services to Parents-		
	pre-school, 45 x $70	3,150	
	school children, 45 x $15	675	3,825
			$309,310

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* This budget also follows the "Budget Guidelines for Day Care Centers," 1970, State of Illinois Department of Children and Family Services. Cost figures for item 6,7,8,9,10 and 14 are derived from "Standards and Costs for Day Care," U.S. Department of Health, Education and Welfare, Office of Child Development.

5. Cost Comparisons - The per capita costs for this program are $3,093 per child as compared with the HEW's projected per capita of $2,320 for what that agency describes as a "desirable" program. We have studied the HEW cost figures carefully to determine where this difference of $673 between their per capita cost figure and ours actually lies:

a) The HEW salary guidelines are unacceptable. The highest salary projected for a staff person is less than what a beginning teacher in the Chicago Public School System earns teaching only 180 days a year. The largest number of positions in the HEW staffing plan are assigned to aides whose salaries are pegged at $4,400 a year. Such salaries are below the Department of Labor's near poverty level for a family of four. Only one salary in the HEW guidelines exceeds the current Bureau of Labor Statistics lower income budget of $7,273 for a family of four in Chicago.

b) The HEW staffing plan does not provide the number of qualified staff presently required for a day care program by the Illinois Department of Children and Family Services. To deliver the extended day care services in what amounts to a fifty-five hour week, a supervisor in the HEW model would have to spend most of his time not supervising but providing direct care to children. Staff resources are spread too thin to cover the program when employees are on vacation, ill or absent for any other reason.

c) The HEW plan allocates 10% of its budget for training. The amount specified, however, and the minimal staffing provided cannot support an effective career development program. At best, it might provide in-house staff development activities after working hours. The HEW program falls far short of the twenty percent release time policy specified in our model, a standard which is now widely accepted in New Careers programs throughout the country.

Here, then, is where the $673 difference seems to lie. Our model 1) pays salaries sufficiently attractive to make it worthwhile for people to move from relief to employment; 2) provides realistic work coverage for the kinds of life contingencies that inner city residents are only too familiar with, and 3) makes a full commitment to career development opportunities for staff.

In our judgment, therefore, the per capita cost in this program model represents an altogether reasonable figure, particularly when we take into account the special, practical benefits to mothers and children of the smaller-scale program unit we have proposed.

6. Pre-Opening Costs- The cost of operation during the nine month period depends to a large extent on the speed with which the Director can hire his Central Unit staff. If the Child Development Manager and the Administrative Secretary are employed for nine months, the Child Development Specialist for eight months and all other Central Unit Staff, except trainees, for six months prior to opening, direct payroll costs will total $43,357. If all other personnel are hired at the beginning of the six month training set, the additional costs will amount to $58,740.

Based on this hiring schedule, total personnel costs will amount to $102,097. Adding fringe benefits, training costs and administrative costs brings the nine month total close to $130,000.

This nine-month figure is somewhat misleading, since it includes payroll costs for Welfare Mothers and other disadvantaged persons who enter into the six-month pre-opening period as trainees. Under present policies of the Cook County Department of Public Aid, welfare recipients may remain on Public Assistance until their training is completed. This policy will have the effect of reducing the project's payroll costs during the pre-opening six month training period. It will also provide trainees with the necessary assurance that their welfare payments will not be interrupted either by entering or leaving the training program, should the latter become necessary for any reason.

For all trainees, including welfare recipients, we expect that MDTA and other federal funding supports can be pooled to help cover the first nine months pre-opening costs. The particular combination of public aid, stipends and supplemental pay, however, is not as important as making sure that welfare recipients are not financially penalized by entering the program. What happens too frequently is that persons on welfare are urged to remove themselves from public assistance in order to improve their income status, only to discover that the additional costs involved in going to work, attending training classes and paying their own medical expenses place them in a worse economic crisis than when they were on relief. This program must make sure that the worker's situation is significantly improved when he enters the program.

SUMMARY

To summarize, then, costs for the first twenty-one months of the program will include a non-recurring capital outlay of $70,000 maximum, a nine month pre-opening cost of $130,000 which can be substantially reduced by support from the

Cook County Department of Public Aid, the WIN program and other programs and, finally, a $310,000 one year operating budget.

The costs projected for this child care program, however, do not represent the true costs to society. For here we provide approximately thirty families with the opportunity either to remove themselves from public assistance completely or to reduce the extent of family dependency on public welfare. Even for those with large families who may continue to receive some supplemental public assistance, employment in this program will contribute to a new sense of self-sufficiency and some improvement in income status.

The children served, however, are the prime beneficiaries. They not only receive the direct benefits of a program designed to prepare them for the complexities of modern urban living, but they also grow up in a more stable family and neighborhood environment. Hopefully, the increased competence of the children and the availability of successful adult role models in the community will make it unnecessary for them to become a next generation of candidates for Public Assistance, WIN, or other programs for disadvantaged persons.

V

AN INVITATION TO RESPONSE AND ACTION

As this study and this report were being completed, two significant events occurred almost simultaneously.

The City of Chicago made a preliminary announcement of its five-year plan to invest $21.3 million dollars in programs "to take government services to the neighborhoods." * The announcement indicated that these funds will be used to construct five multi-service centers and four health centers in inner city neighborhoods. The following day the Governor named Donald F. Simpson, formerly a Regional Commissioner for HEW, to the post of Director of the Illinois Department of Public Aid. **

In describing the functions of the multi-service centers, Erwin France, Director of the Chicago Model Cities Program, indicated that these facilities would offer a wide range of human services and would involve the use of satellite centers. *** "We are going to learn from the first center," Mr. France stated. "Our experiment will determine which services should remain centrally located and which should be satellited out." *

In the Governor's announcement of Mr. Simpson's appointment, he cited several high immediate priorities among the new Director's tasks. One of these was to "secure for Illinois every federal dollar available to us under existing programs." **

Both of these events have a direct bearing on the substance of this report.

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* Chicago Sun-Times February 10, 1971

** Chicago Sun-Times February 11, 1971

*** Services cited do not include direct child care services.

In view of the direction the City is taking, we suggest that a pilot project to test this child care model in the Lawndale area would be extremely timely. Such a demonstration could help the City explore the role that a child care Central Unit and its satellites can play in this neighborhood, using the first new multi-service center which will be located at Madison and Kedzie Streets as a back-up resource.

At the State level, the Governor's commitment to utilizing all the federal support possible to carry out the responsibilities of the Illinois Department of Public Aid should result in the reexamination of present State policies which have up to now excluded Illinois from funds available for child care under the 1967 amendments to the Social Security Act. These three policies are: *

1. The exclusion of social services to past and potential welfare recipients;
2. The exclusion of social services to low income target neighborhoods; and
3. The inability of the state to accept voluntary contributions to provide the twenty-five percent local share for matching Federal funds. This policy inhibits the State from receiving funds from such programs as Model Cities and allocating such funds to be earmarked for a specific program.

We are heartened to learn that negotiations are proceeding at this time between the Illinois Department of Public Aid and the Illinois Department of Children and Family Services for the purpose of reexamining these policies.

The City's movement into neighborhood service programs combined with changes in these State policies can set the stage for a significant expansion of our child

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* Cited and described in detail in "Day Care for Children in Chicago", Welfare Council of Metropolitan Chicago, 1969.

care programs in the inner city. With this prospect before us we propose an early demonstration of this neighborhood-based child care program model. If it works successfully, it can become the basis for a planned network of Central Units and Mini-Centers in Lawndale and other inner city neighborhoods.

In implementing such a planned neighborhood-based child care system all efforts would be welcome. A variety of sponsors including City, State, County, voluntary agencies and community organizations can each make their contributions to the child care needs of the community within the framework of the total plan.

In the weeks to come, the Study Committee and the Center will invite all concerned agencies, including the newly established Day Care Division of the Chicago Department of Human Resources, to explore together the appropriate sponsors for such a pilot project.

NEIGHBORHOOD-BASED CHILD CARE SERVICES
FOR THE INNER CITY

APPENDICES

I. Study Committee Letter of Submittal

II. Map of the Study Area

III. Day Care Needs and Resources in the Study Area

IV. Report of Mr. John H. Alschuler, Consulting Architect

V. Guidelines to Determine Low Income Levels Based on Family Size

VI. Proposed Monthly Fee Schedule

VII. Job Descriptions and Specifications for Staff

VIII. Proposed Community College Curriculum

IX. Funding Resources

X. Selected References

APPENDIX I

SOCIAL-EDUCATIONAL
CONSULTATION SERVICE

ELIAS PICHENY ACSW

22 W. MADISON ST SUITE 900
CHICAGO, ILL. 60602
312-236-0263

December 24, 1970

Myrna B. Kassel, Ph. D., Director
Human Services Manpower Career Center
201 North Wells Street
Chicago, Illinois 60606

Dear Dr. Kassel:

This report of the "Feasibility Study For The Development of a Home-Neighborhood Child Care Program" is the result of the mature deliberations of the Study Committee representing public and private agencies concerned with child care services and the training of child care personnel. The report projects a new approach to the delivery of child care services combined with a design for the training of manpower in the human services.

The services provided in this model include quality child care for fifty pre-school children, after school programs for an additional fifty school age children, family life education, intensive social services for the entire family, health services and a career ladder training program in child care and human services for twenty eight individuals. The entire program is neighborhood-based and operates on a coordinated basis aimed toward meeting the multiple needs of the children, adults and community.

A detailed plan for the initiation and implementation of the program is included.

The Committee considered the feasibility of conducting the program in group-home day care settings, but came to the conclusion that the use of group-home care in the type of program that we are recommending would present to many operational problems at this time. The Committee supports the improvement and expansion of group-home care, but recommends first the establishment of an appropriate neighborhood-based organizational framework and suitable training resources for staff. Once the model recommended is operational, it would be desirable to explore ways in which the program can be expanded to include linkages with group-home day care services.

Hopefully the Human Services Manpower Career Center will stimulate and assist the appropriate agencies, educational institutions and community organizations to conduct several pilot projects in different neighborhoods throughout the City.

We are indebted to the Committee members for their cooperation and devotion in the development of the recommendations embodied in this report.

We also wish to express our appriciation to the staff of the Human Services Manpower Career Center who provided assistance in the preparation of work materials for the Committee and whose creative concepts are reflected in the final report.

Respectfully submitted,

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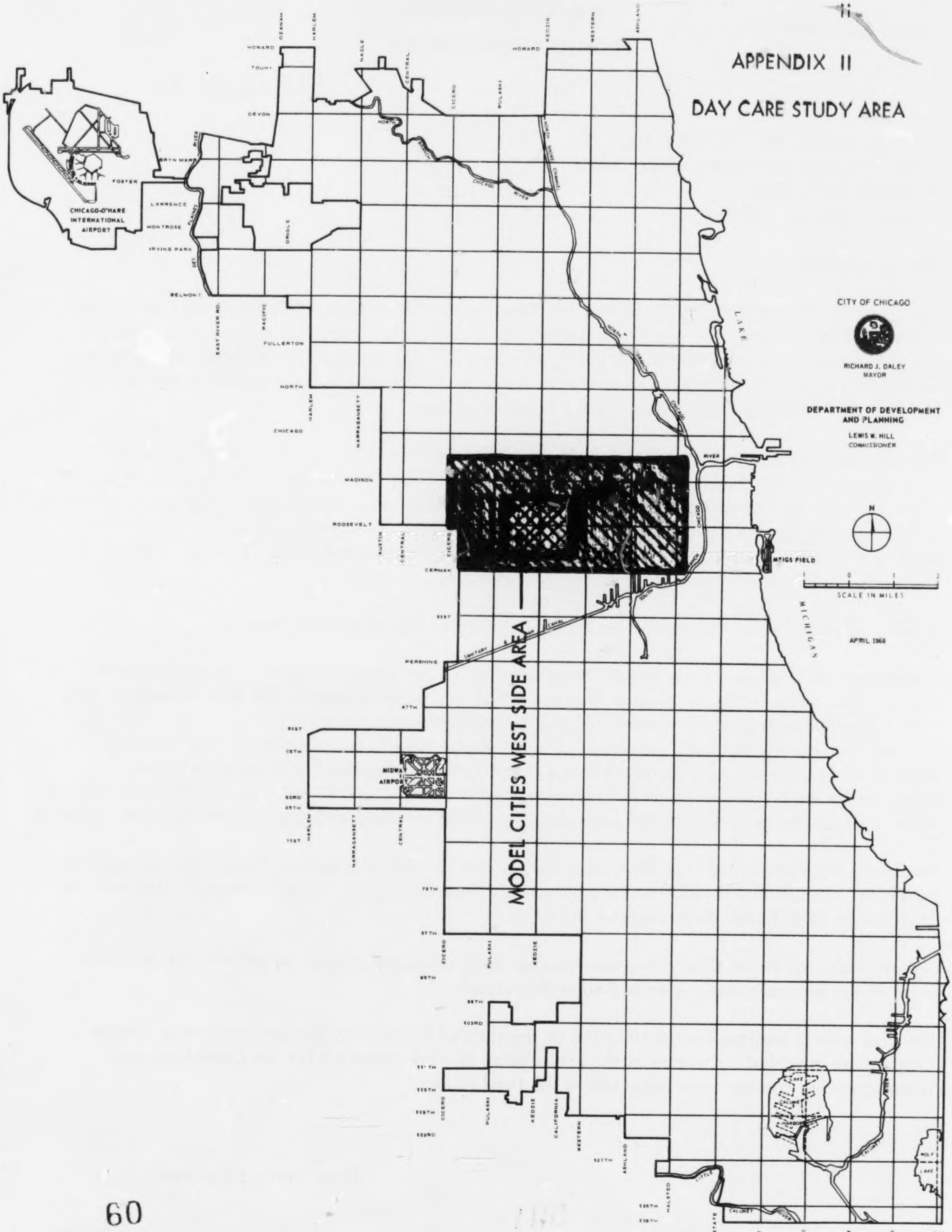
APPENDIX II
DAY CARE STUDY AREA



CITY OF CHICAGO
RICHARD J. DALEY
MAYOR
DEPARTMENT OF DEVELOPMENT AND PLANNING
LEWIS W. HILL
COMMISSIONER
N
SCALE IN MILES
APRIL 1968
MODEL CITIES WEST SIDE AREA
CHICAGO-O'HARE INTERNATIONAL AIRPORT
MIDWAY AIRPORT
MEIGS FIELD
LAKE MICHIGAN
NORTH BRANCH CHICAGO RIVER
NORTH SHORE CHANNEL
SOUTH BRANCH
SANITARY AND SHIP CANAL
DES PLAINES RIVER
LITTLE CALUMET RIVER
CALUMET RIVER
LAKE CALUMET
WOLF LAKE
HOWARD
TOUHY
DEVON
BRYN MAWR
FOSTER
LAWRENCE
MONTROSE
IRVING PARK
BELMONT
FULLERTON
NORTH
CHICAGO
MADISON
ROOSEVELT
CERMAK
31ST
PERSHING
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51ST
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OZANAM
HARLEM
NAGLE
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
EAST RIVER RD.
PACIFIC
ORIOLE
NARRAGANSETT
AUSTIN
CALIFORNIA
HALSTED
STATE
COTTAGE GROVE
STONY ISLAND
YATES
BRANDON
AVENUE C
STATE LINE

APPENDIX III

DAY CARE NEEDS AND RESOURCES IN THE STUDY AREA

NEEDS:	1960 Data		RESOURCES:	1966 Data			RESOURCES:	1969 Data		
Community Area	Number of Children With Working Mothers (est.)	Number of Children Needing Day Care (est.)	Full Time Day Care Centers		Part Time Day Care Centers		Full Time Day Care Centers		Part Time Day Care Centers	
			No.	Capacity	No.	Capacity	No.	Capacity	No.	Capacity
26 W. Garfield Park	2,900	800	-	-	-	-	2	81	-	-
27 E. Garfield Park	5,000	1,400	2	235	-	-	1	200	-	-
28 Near West Side	9,600	2,600	4	244	1	60	5	360	2	28
29 N. Lawndale	10,700	3,000	1	50	1	56	1	95	1	30
Total	28,200	7,800	7	529	2	116	9	736	3	58

Information source – Welfare Council of Metropolitan Chicago

APPENDIX IV

FEASIBILITY STUDY FOR
HOME AND NEIGHBORHOOD CHILD CARE SERVICES

October 8, 1970

A survey of structures in the target area that are suitable for the purposes of this Project indicates that while there are many potential spaces, they will have to be screened on a very selective basis to avoid heavy initial expenses.

It is estimated that 750 sq. ft. to 1,000 sq. ft. will be required for each facility to adequately house 8 to 10 pre-school children for full day care services and an additional 8 to 10 older (latch key) children from 3 p.m. to 6 p.m. In addition to project and play space, facilities should include a minimum of 2 toilets, a small office for record keeping and parent counseling, storage space and a kitchen.

CHICAGO CODE REQUIREMENTS

Since the Chicago Building Code special requirements for day care are based on anticipated enrollments of up to 100 children, until application is made for specific spaces to the Building Department, it is impossible to determine how much leeway will be granted for small units of this type. Typical of the problems which should be subject to special negotiation are the questions of whether an Isolation Room will be required? How much separation will be required between day care children and older children? How far will children be permitted to travel to a playground?

With the exception of existing church facilities which might include a full code kitchen, it is assumed that the facilities to be developed would provide only a warming kitchen and refrigerator, and that the noon meals will be catered.

In the target area there are relatively few buildings which have been built or remodeled within the last 10 years, and the condition of most existing structures is quite poor. Among the older buildings, small buildings should be considered preferable wherein the Child Care Center would occupy the entire lowest level. In larger buildings, where the Center is not separated from adjoining spaces by a fire wall, building and fire department inspectors may require substantial upgrading of both structure and electrical wiring in spaces outside of the usable spaces increasing the development costs disproportionately.

TYPES OF STRUCTURES

Four types of structures should be considered for physical facilities:

1. Store Fronts

   There are many unoccupied stores within this area but it may be difficult to find a 20' to 25' front that is adequately separated from adjoining spaces. Basements should be avoided to reduce costs. The advantage of this type of facility is that it is fundamentally undivided and provides a great deal of flexibility for program purposes. To meet the code requirements the store front glass would have to be replaced with ventilating windows or the space should be air conditioned. Unless outdoor play space is available to the rear of the store, such facilities should be located within a block of a public open space. All of the available stores noted within this area are in older buildings and will require a substantial amount of rehabilitation work in addition to code requirements for ventilation. Rehabilitation of such space should be anticipated in the range of $10,000.00 to $12,000.00, providing the spaces selected are in a reasonable state of repair.

2. Churches

   While there are many churches within this area, relatively few of them are either new or equipped with adequate school facilities for day care services.

   One relatively new church was located on South St. Louis Avenue, which would provide excellent facilities for this program. The space consisted of one large classroom and 3 smaller spaces, all located on the 1st floor. This structure could meet all code requirements (including the kitchen) for an estimated $2,500.00.

   Most of the churches are older structures which typically contain a basement at approximately 6feet below grade. Some structural alterations would be required to most basements to obtain adequate exiting and some expense should be allocated for decorating, increased lighting, etc. In most instances some waivers would be required from the Building Department which may be obtained because the spaces provided are far in excess of immediate needs. Budgets for this type of space would be in a range of $5,000.00 to $8,000.00. Few churches have adequate playgrounds.

3. Apartments

   Most 3 or 4 bedroom apartments on the 1st floor or basement would be suitable for program purposes. Costs for rehabilitating apartments and adding toilet facilities where necessary would vary widely depending upon the condition of the buildings. It should be noted that most apartments within this area are in a deteriorated condition and unless the landlord would be willing to bear part of the cost of rehabilitation, budgets would be completely out of line.

The most desirable apartments would be new facilities being developed by the Chicago Housing Authority or by private or "Not for Profit" developers under FHA programs #235 and #236. If suitable arrangements were made with the developer prior to construction, facilities could be developed at a nominal capital investment by making minor modifications to the plans. These facilities would be well scaled to the types of programs envisioned and normally have adequate outdoor play space.

Next from the standpoint of desirability would be existing 3 or 4 bedroom English Basement type apartments, where the floor is less than 2 feet below grade. Most of these units are in poor condition and would require substantial rehabilitation. If owners could be found with a rehabilitation program, costs for alterations required would be nominal. Few, if any of these apartments were noted to have adequate play space and locations should be located near public facilities. Rehabilitation costs for such facilities would vary from as little as $2,000.00 to $10,000.00 or more depending upon the amount of rehabilitation the owner will accomplish.

4. Prefabricated

Prefabricated facilities ranging in size from 12' x 60' to 20' x 45' may also be considered. Such facilities could be established on vacant property and it is estimated that installed, including a nominal amount of landscaping, these units would cost between $8,000.00 and $14,000.00. These units would have the advantage that they could be relocated as the need developed in different areas.

SUMMARY

Based upon the above review it would be appear that an ample number of facilities are available throughout the entire area at an average cost of $10,000.00 or less. Depending upon the flexibility of locations and given time to negotiate with potential developers or re-developers of properties, it may be possible to cut these costs very substantially.

APPENDIX V

GUIDELINES TO DETERMINE LOW INCOME LEVELS BASED ON FAMILY SIZE

Several definitions of low income are in use today. The U.S. Department of Labor defines a disadvantaged individual as "a poor person who is either a high school dropout, a member of a minority group, under 22 or over 45 years of age or handicapped." To be considered Poor under this definition total family income should not exceed OEO Poverty Guidelines. The OEO index however was not intended to be used as an index of Low Income.

A more suitable income index is released quarterly by the Chicago Regional Office of the Bureau of Labor Statistics (BLS). These figures reflect cost of living increases in housing, taxes, transportation, clothing, medical and other expenses. They are based on the concept of Minimum but Adequate income and are listed for a family of four at Lower, Moderate and Higher Budget Levels.

For our purposes we suggest that low income levels be set mid-point between the OEO Poverty Guidelines and the BLS Lower Income Level. By averaging the January 1971 BLS figure of $7,273 for a family of four with the OEO figure of $3,000 we arrive at $5,736, an amount slightly over $1,000 more than the Labor Department's Near Poverty figure. It would appear satisfactory, therefore, in establishing Low Income Guidelines, to simply add $1,000 to the Near Poverty Index.

Family Size	OEO Poverty Guidelines	Dept. of Labor Near Poverty Income Levels	Recommended Low Income Levels	January 1971 BLS Income Figures Needed by a Chicago Family of 4 to Maintain
1	$1800	$2250	$3250	
2	2400	3000	4000	Lower Income Budget
3	3000	3750	4750	
4	3600	4500	5500	$7273
5	4200	5250	6250	
6	4800	6000	7000	Moderate Income Budget
7	5400	6750	7750	
8	6000	7500	8500	$11,120
9	6600	8250	9250	
10	7200	9000	10000	Higher Income Budget
11	7800	9750	10750	
12	8400	10500	11500	$16,019

APPENDIX VI

PROPOSED MONTHLY FEE SCHEDULE

In planning a child care center, one must take into consideration that income from fees will at most represent a very minor proportion of the total cost of the operation. The significance of charging fees is that it gives the individual a feeling of participation and sharing as much responsibility as possible for the day care services.

It is assumed that no fee will be charged for welfare recipients whose children participate in the program, nor for any mother upon whom this would work a hardship.

A fee for those who are non-recipients and employed should take into consideration both the total family income and the size of the family. Special arrangements should be made for situations where several children participate in the day care center and where special hardship exists. For example, the second child can be enrolled at one-half the rate, three and more at one-quarter.

The specific fee for each family should be set after an interview with the mother. Below is a proposed fee schedule.

Yearly Gross Income (before taxes)	Monthly Fee by Family Size with One Child in Center (includes parents)					
	2	3	4	5	6	7
$5,000-6,000	$ 10	$ 8	$ 7	$ 6	$ 5	$ 4
6,000-7,000	20	16	14	12	10	8
7,000-8,000	40	30	25	20	16	14
8,000-9,000	50	40	30	25	22	18
9,000-10,000	75	60	50	40	30	25
10,000-12,000	100	80	70	60	50	40
12,000-15,000	125	100	80	70	60	50
Over $15,000	150	125	100	90	80	70

APPENDIX VII

JOB DESCRIPTIONS AND SPECIFICATIONS FOR STAFF

CHILD DEVELOPMENT TRAINEE

CLASS CHARACTERISTICS

Under immediate supervision participates in an intensive on-the-job training and accredited education program designed and organized as a preparation for direct work with pre-school and school-age children in a day-care setting and for other entry-level work closely associated with the care and development of children. Specific responses and general progress in this learning program are observed, reviewed and evaluated by designated staff of the child development program.

EXAMPLES OF DUTIES

Acquires orientation to the program, the agency and to community resources with which the program staff has contact and to other factors essentail to the functions and environment of the day-care program.

Assists and participates in providing a variety of play and educational activities for children; observes supervised recreational and skill development activities; accompanies children and staff members on field trips.

Acquires knowledge of principles and practices of child care, of the developmental stages of childhood, of basic human needs and responses and other bases of knowledge necessary or desirable for effective work in a child development program.

Develops skill in interaction with children, in work management, use of language and other methods, techniques and processes required by the needs of the program and its clientele.

Develops familiarity with educational and recreational materials and resources and with their application in a program of child development.

Participates in staff interaction with parents and other individuals and groups in the community; helps in registration and record keeping activities.

Participates in the staff training and career development program; assists in setting up and participates in group activities, staffing conferences and family life programs.

MINIMUM DESIRABLE QUALIFICATIONS

Education open. Previous experience of any specific kind not required.

SELECTION GUIDELINES

Applicants should show evidence of an interest in child care and development work toward a possible career. Ideally, the applicant should give some indications of having spent time with small children and of having positive attitudes toward their growth and development.

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CHILD DEVELOPMENT WORKER I

CLASS CHARACTERISTICS

Under close supervision, conducts and participates in a variety of activities associated with a program of day care for pre-school and school-age children concerned with their proper care and development. Works directly with children, but also carries out aspects of the program involving interaction with parents, contact with other individuals and groups in the community and the use of educational and recreational materials and resources. Work is reviewed by observation and by oral reports.

EXAMPLES OF DUTIES

Conducts and participates in a variety of play and educational activities with children; leads recreational and skill activities; escorts children on field trips under supervision.

Maintains and utilizes educational and recreational materials and resources; assists in the development and use of educational materials.

Maintains a safe, sanitary and orderly environment for children in day care.

Participates in developmental and socialization activities by example, demonstration and instruction; assists in the processes of learning good habits of eating, grooming, etiquette, toilet and social relations.

Participates in efforts to seek and find parents in the community who can benefit from the child care and development program; assists in the effort to discover and utilize community resources and community support for the program; acts as representative of the program to community agencies and groups.

Participates in the staff training and career development program; assists in setting up and conducting group activities, staffing conferences and family life activities.

Maintains routine program records; assists in the preparation of reports.

MINIMUM DESIRABLE QUALIFICATIONS

Completion of the required child development training program with satisfactory performance.

SELECTION GUIDELINES

Selection will be made upon satisfactory completion of the basic training program as a Child Development Trainee.

CHILD DEVELOPMENT WORKER II

CLASS CHARACTERISTICS

Under general supervision, directs activities of children and of subordinate staff in a small neighborhood-based day-care center for pre-school and school-age children and is responsible for the full or part-time care, safety and developmental activity of participating children; or conducts special activities requiring specific training and skills in working with children as part of the early education and development services component of the program. Supervision is received from program administrative staff and work is reviewed by reports, written and oral, and by direct observation.

EXAMPLES OF DUTIES

Supervises work of subordinate child development staff assigned to a day-care center; instructs and evaluates performance in their work with children; counsels and encourages the career development of staff.

Conducts, plans, organizes and evaluates a variety of general or highly specialized play and educational activities for children; observes behavior and identifies problems of children; seeks help in dealing with problems as required.

Assists in the learning and development of children in habits of eating, grooming, toilet, etiquette and socialization through example, demonstration and instruction.

Confers with parents, community representatives, program personnel and others as they relate to the work of the program in the community.

Assumes responsibility for maintenance of a sanitary, safe and orderly environment in the day-care center.

Participates in the staff training and career development program; assists in setting up and conducting group activities, staffing conferences and family life activities.

Maintains records; prepares and submits reports as assigned.

MINIMUM DESIRABLE QUALIFICATIONS

Completion of the required child development training program with satisfactory performance and some experience in the program. An alternative is satisfactory completion of an approved Associate of Arts program.

SELECTION GUIDELINES

Selection should be made (1) from among those employees who have satisfactorily completed the basic training program as a Child Development Trainee, or (2) from among applicants who have successfully completed a child development curriculum at the Associate of Arts level, or a human services curriculum at the Associate of Arts level with some emphasis on child development. Employees in the Child Development Worker I class should be reviewed for possible assignment to this class within eighteen months after completion of basic child development training.

CHILD DEVELOPMENT SPECIALIST

CLASS CHARACTERISTICS

Under direction, is responsible for the direct supervision of a day-care program conducted through several small neighborhood-based day-care centers for pre-school and school-age children; participates in planning and organizing the program; works closely with consultants to program leadership; is responsible for assuring that staff training and career development programs for personnel are developed and carried out. Work is reviewed through written and oral reports and records and supervisory conferences.

EXAMPLES OF DUTIES

Supervises and directs the child development staff in several small day-care centers; instructs and evaluates performance of day-care supervisors in program procedures and effective work methods and techniques.

Develops and coordinates the staff training and career development program; counsels program staff regarding their performance and career-related achievement; establishes and maintains productive relationships with colleges and other human services employers participating in the program; assists in developing outside field training and job opportunities for staff; assists in negotiating related agreements and contracts.

Serves as expert resource to day-care center staff and other program personnel in child development and early childhood education and in resolving problems concerning the children and their families; provides educational and other program resources and materials.

Coordinates all components of the program and all activities of the several day-care centers; facilitates effective utilization of program staff including volunteers and students; assists in recruitment, selection, promotion and discipline of staff.

Works closely with special consultants and other resource people; develops effective linkages with community groups and agencies; organizes and conducts necessary meetings and staff training sessions.

Reviews and evaluates the work and records of the day-care centers; recommends improvements; participates in annual budget development and review for program; attends professional meetings; maintains program records and makes reports as required.

MINIMUM DESIRABLE QUALIFICATIONS

Completion of training courses required by the program with satisfactory performance and some experience in work at the level of Child Development Worker II or the equivalent. An alternative is satisfactory completion of a baccalaureate-level program in child development or early childhood education or other closely related curriculum as approved by the program administration.

SELECTION GUIDELINES

Selection should be made (1) from among those employees who have completed all required training at the level of Child Development Worker II with satisfactory work and training performance, or from among applicants with bachelor's degree as outlined above. Employees in the Child Development Worker II class should be reviewed for possible assignment to this class within two years of work in that classification. Choices should be made on the basis of demonstrated effectiveness in the program, abilities in working with children, in supervising staff and in leadership potential.

CHILD DEVELOPMENT MANAGER

CLASS CHARACTERISTICS

Under general direction, is responsible for the implementation, operation and review of a neighborhood-based program of day-care for pre-school and school-age children functioning through several small day-care centers located in the using community; develops and directs all services and activities within such a program. Work is reviewed through periodic reports to administrative superiors or governing board.

EXAMPLES OF DUTIES

Plans, organizes, develops, directs and evaluates all services and activities of a comprehensive day-care program functioning through small day-care centers. Procures and maintains facilities and program equipment; selects, hires, upgrades and disciplines personnel; promotes the integration and balance of program service components and the achievement of program goals and quality standards.

Establishes and maintains effective working relationships with the public, local agencies and community resources; interprets the program to institutions or organizations interested in or relating to the program.

Organizes and facilitates the work of a local community advisory council to the program; promotes responsible community participation and the development of local leadership.

Procures, organizes and integrates into the program the paid services of special consultants; solicits and arranges for voluntary services of students, teachers, medical and other professional personnel and local community residents.

Supervises, instructs, evaluates and counsels subordinate personnel; oversees and directs the establishment of the staff training and career development program; facilitates productive relationships with local colleges and employers; guides the negotiation of related contracts.

Develops annual budget for program and controls expenditures; assumes responsibility for fiscal management and integrity of the program; maintains extensive records of all budgets, personnel and service transactions; prepares, submits and maintains required records and reports; attends staff and professional meetings.

MINIMUM DESIRABLE QUALIFICATIONS

Satisfactory completion of training courses required by the program at the level of Child Development Specialist and some experience in work at that classification, or equivalent work experience. An alternative is satisfactory completion of a master's degree program in social work, child development, early childhood education, or other closely related curriculum as approved by the program administration and at least one year of experience in a program of child development.

SELECTION GUIDELINES

In selecting applicants from outside the program, experience in program administration, including financial management, is highly desirable. Other stress should be placed upon experience in community work, particularly work relating to services to children and families. Within the program, employees serving as Child Development Specialists should be reviewed for possible assignment to this class, according to availability or position, within two years of service at that classification.

HUMAN SERVICES TRAINEE

CLASS CHARACTERISTICS

Under close supervision performs a variety of outreach, intake and follow-up tasks associated with the identification of families with children in need of day-care services and the provision of social and supportive services to children and families participating in a neighborhood-based day-care program. Work is reviewed through observation, oral reports and supervisory conferences.

EXAMPLES OF DUTIES

Contacts and conducts street, home and office interviews with children, parents and other individuals interested in day-care and other program services; records pertinent data; encourages participation in program activities.

Conducts follow-up according to instructions on current and prospective participants; records and interprets pertinent information.

Provides general information on both program and community services to families and individuals, both in the field and at the point of intake; accompanies and facilitates the referral of individuals to appropriate services.

Assists in the identification and resolution of child and family problems; records information in case records as appropriate.

Participates in day-care activities with families and children, individually and in groups; assists in interpreting children's behavior to parents and family members; assists in the strengthening of family and community life.

Participates in the staff training and career development program; assists in setting up and participates in group activities, staffing conferences and family life education programs.

Prepares and maintains records; assists in reception, intake and registration activities as required.

MINIMUM DESIRABLE QUALIFICATIONS

Completion of the required child development training program with satisfactory performance.

SELECTION GUIDELINES

Selection will be made upon satisfactory completion of the basic training program as a Child Development Trainee.

HUMAN SERVICES WORKER I

CLASS CHARACTERISTICS

Under close supervision, performs a variety of tasks and activities associated with the delivery of comprehensive social services to children and their families in a neighborhood-based day-care program; provides direct services to children and their families; assist in providing staff training and career development services to program staff. Work is reviewed through written and oral reports, case recordings and supervision conferences.

EXAMPLES OF DUTIES

Interviews parents, children and other family members who are current or prospective participants in the program; provides needed information; encourages participation of family in program activities; assists in registration and orientation of new clients; assists in the resolution of family problems on a case basis; identifies service needs and makes referrals when appropriate; records information in case records.

Participates in day-care activities with families and children, individually and in groups; assists in strengthening family life; assists in interpreting children's behavior to parents and family members.

Assists in developing and coordinating the staff training and career development program; interviews applicants for employment; facilitates involvement and progress of staff in the educational component; assists in developing opportunities for field training and employment in other agencies.

Works closely with program staff, consultants, volunteers and other resource individuals in providing integrated and balanced program services; works to strengthen all aspects of the program.

Participates in the staff training and career development program; assists in setting up and conducting group activities, staffing conferences and family life activities.

Assists in reception, intake and clerical functions; helps maintain office files and records; makes oral and written reports as required.

MINIMUM DESIRABLE QUALIFICATIONS

Completion of an approved Associate of Arts program or other approved training program in social services or social work.

SELECTION GUIDELINES

Applicants should be able to read at the 8.0 level of the Stanford Achievement Test in reading comprehension, or at an equivalent level as determined by other test approved by program director or leadership. Ability to express ooncepts clearly in writing should be a criterion of selection. Ability to win confidence of children and families in clientele group as nearly as this can be determined in selection process.

HUMAN SERVICES WORKER II

CLASS CHARACTERISTICS

Under general supervision is responsible for developing and carrying out the social services and staff career development components of a neighborhood-based day-care program conducted through several small day-care centers for pre-school and school-age children; provides direct services to children, families and staff; supervises subordinate-level workers. Work is reviewed through written and oral reports, case recordings and supervisory conferences.

EXAMPLES OF DUTIES

Develops and implements a plan for the delivery of comprehensive social and supportive services to children and their families currently or prospectively enrolled in a neighborhood-based day-care program; works closely with the advisory council, program consultants, staff and volunteers, community groups and other service resources in providing quality services.

Supervises and evaluates the work of subordinates; provides them with orientation and on-the-job training; oversees the performance of all outreach, reception, intake, interviewing, counseling and follow-up services.

Provides direct counseling and social services to children, parents and other members of their families on a case basis; maintains case records; determines eligibility for services and employment in the program; assesses needs for social and other services; makes appropriate referrals.

Serves as coordinator of staff training and career development activity; schedules and conducts training sessions and staffing conferences; provides educational and vocational guidance to staff; assists staff in planning their educational program; assists college in planning curriculum and other aspects of educational services; coordinates the development and utilization of field training sites; when appropriate, develops and refers staff to employment outside the program.

Assists in providing supervision and direction for child development staff; serves as resource person to program staff regarding human development and behavior, community and social problems.

Maintains a complete and accurate record keeping and filing system for both the social services and staff development components of the program; makes oral and written reports as required.

MINIMUM DESIRABLE QUALIFICATIONS

Satisfactory completion of an approved Associate of Arts program in social service or social work and considerable experience in a social service program working with families; or satisfactory completion of a baccalaureate-level program in social work. Completion of another approved training program in social service work may be substituted for the Associate of Arts degree.

SELECTION GUIDELINES

Applicants should be able to read at least at the level of 8.0 on the Stanford Achievement Test in reading comprehension and write clearly and expressively, particularly on topics in the field of social service. Ability to organize and direct the work of others, and ability to carry responsibility for an important program component are important to determine, as nearly as possible, in the selection process.

COMMUNITY HEALTH WORKER

CLASS CHARACTERISTICS

Under general supervision is responsible for carrying out a program of community health services as a component of a neighborhood-based day-care program in order to maintain and improve health standards among the children and families served by the program; performs direct and referral services. Work is reviewed through written and oral reports and supervisory conferences.

EXAMPLES OF DUTIES

Interviews families, takes health histories, ascertains immediate health needs of children and families in a unit or units of a day-care program based in a community.

Refers children and adults with immediate prevention or care needs related to health to appropriate resources in the community.

Examines children routinely for assessment of health needs; arranges for dental care, eye care and other health assistance.

Serves as general health consultant to the program; cooperates and works closely with volunteers and special consultants to program leadership; maintains close relations with health facilities and resources in the community; serves as health educator to children and families in the program.

Attends community meetings and health conferences; promotes better community understanding of preventive health; encourages community participation in public health services and programs.

Participates in the staff training and career development program; assists in setting up and conducting group activities, staffing conferences and family life education program.

Maintains appropriate health records; makes activity reports as required.

MINIMUM DESIRABLE QUALIFICATIONS

Completion of State-approved training program leading to licensure as a practical nurse, three years of experience as a Licensed Practical Nurse, including one year in a program emphasizing public or community health.

SELECTION GUIDELINES

Applicants should have ability to work independently, to communicate effectively both orally and in writing, to assume initiative and responsibility for a limited public health program and to manage work as a component of a larger program. Should show an interest in child care and development work and a commitment to enter training to further a career in the human services.

CLERK TYPIST TRAINEE

CLASS CHARACTERISTICS

Under immediate supervision performs a wide variety of routine office and clerical duties in a day-care administrative office.

EXAMPLES OF DUTIES

Performs reception and intake duties such as receiving visitors and clients, announces and arranges for appointments, provides general information and refers to appropriate staff member for specific information, answers 'phones, takes and communicates messages.

Assists program and clerical staff in registering applicants for day-care services or employment in the program, assists in setting up and preparing for family life and other group activities.

Types letters, tables, records, reports and other material from copy according to instructions.

Sorts, distributes and files various forms, correspondence, reports and other materials.

Assists in the preparation of supply requisitions and in the receipt, checking and distribution of supplies.

Operates various office and business machines.

Participates in the staff training and career development program, assists in group activities and family life programs.

MINIMUM DESIRABLE QUALIFICATIONS

Education open. Previous experience of any kind not required, however, must be willing to enroll in a formal typing course.

SELECTION GUIDELINES

Applicants should show an interest in child care and development work and a commitment to enter training for a career in the human services.

CLERK TYPIST

CLASS CHARACTERISTICS

Under general supervision performs difficult and complex clerical and general office duties in a day-care administrator's office, assists and facilitates the work of program staff, makes independent work decisions involving interpretation of policies, procedures and program priorities, develops and implements clerical policies and procedures, may supervise clerical staff.

EXAMPLES OF DUTIES

Types varied correspondence, records and reports from rough copy and other sources such as tape recorders and dictating machines, cuts stencils and operates office machines.

Performs and oversees reception and intake functions, provides general information to visitors and public, arranges and announces appointments, answers 'phones and communicates messages, assists applicants for day-care services and employment in completing proper forms.

Assists in the preparation and checking of personnel, payroll, client and other office records, assists in compiling materials and data to be included in records and reports, prepares requisitions for office supplies, receives, inventories and distributes office supplies.

Maintains routine accounting, financial, inventory and cost records, prepares statements, memos, requisitions, vouchers and purchase orders, receives and records monies and fees, makes computations and posts payments.

Sorts, distributes and files correspondence and other various materials according to a relatively complex classification system, processes and files various program statements, materials, applications for service, reports and client records, maintains index and cross-reference files on personnel, equipment and program resources.

Participates in staff training and child care career development program, assists in group activities and family life program.

May supervise and evaluate clerical staff.

MINIMUM DESIRABLE QUALIFICATIONS

Education open. Should be able to type 40 words per minute with accuracy or be enrolled in a formal typing course.

SELECTION GUIDELINES

Applicants should show an interest in child care and development work and a commitment to training for a career in the human services.

ADMINISTRATIVE SECRETARY

CLASS CHARACTERISTICS

Under general direction performs highly responsible secretarial and administrative work for the office manager of a day-care program, develops and maintains good will among public officials and community representatives, acts in a liaison capacity to the staff and general public, exercises considerable discretion in interpreting and promoting program policy and procedures.

EXAMPLES OF DUTIES

Serves as personal and confidential administrative secretary and assistant to the office manager, answers and screens manager's incoming 'phone calls, makes appointments and receives visitors and officials, signs manager's name on routine communications and documents.

Provides supportive secretarial and clerical services to other members of the program staff, takes and transcribes dictation, prepares and types correspondence, records and reports often involving technical and scientific terminology, takes minutes of meetings.

Receives and distributes all incoming office mail, opens, reads and takes appropriate action on manager's mail, prepares answers to requests for routine information.

Establishes and maintains functional control of office files, maintains elaborate system of bookkeeping and financial records, including bank accounts and voucher registers, responsible for safekeeping of money, oversees the procurement, inventory and control of supplies and equipment.

Participates in the staff training and child care career development program, assists in group activities and family life programs.

May supervise, instruct, evaluate and counsel other members of the clerical staff.

Performs other duties as required such as assisting in intake, reception, interviewing, registration and collection of fees and other program service functions.

MINIMUM DESIRABLE QUALIFICATIONS

Education open. Requires responsible training and clerical and supervisory experience.

SELECTION GUIDELINES

Applicants should show an interest in child care and development work and a commitment to enter training for a career in the human services.

APPENDIX VIII

PROPOSED COMMUNITY COLLEGE CURRICULUM

The core curriculum design includes five major sequences each of which is divided into a series of semester courses. The completion of this full 64 credit program at the community college culminates in the award of an Associate of Arts Degree in the Human Services. The completion of the field and job-specific training, including the practicum, constitutes the student's major. The student emerging from this program is thus trained as a human services generalist with a specialty or major in a specific field of study, such as corrections, services to children, mental health, education or rehabilitation, to mention but a few of the possibilities.

THE HUMAN SERVICES SEMINAR SEQUENCE

12 hours- Four 3 credit hour courses common to all students in a Human Services Curriculum

FIELD-SPECIFIC COURSE WORK

12 hours- Four 3 credit hour courses specific to students interested in a particular field of the Human Services (c.f. Mental Health, Corrections)

JOB-SPECIFIC PRACTICUM SEQUENCE

12 hours- Four 3 credit hour practicums in various settings within the target agency or similar agencies.

THE PERSONAL SKILLS LABORATORY SEQUENCE

15 hours- Five 3 credit hour courses designed to help the student better understand himself and develop his skills as a therapeutic agent.

THE GROUP, TEAM AND ORGANIZATION SKILLS LABORATORY SEQUENCE

9 hours- Three 3 credit hour courses designed to help the student learn how groups, teams, organizations and communities function and the techniques and attitudes necessary for working with them and for changing them.

ELECTIVES - 4 Hours

It is expected that community colleges and agencies will work out the most appropriate curricula for their needs. However, the following outline is presented as one model of the sequence of the recommended curriculum.

FRESHMAN YEAR

First Semester:	Cr.	Second Semester:	Cr.
Human Services Seminar I	3	Human Services Seminar II	3
Field Specific Course	3	Field Specific Course	3
Practicum	3	Practicum	3
Personal Skills Lab I	3	Personal Skills Lab II	3
Personal Skills Elective	3	Group, Team and Organization Lab	3
Elective	1	Elective	1
	16		16

SOPHOMORE YEAR

First Semester:	Cr.	Second Semester:	Cr.
Human Services Seminar III	3	Human Services Seminar IV	3
Field Specific Course	3	Field Specific Course	3
Practicum	3	Practicum	3
Personal Skills Lab	3	Personal Skills Lab	3
Group, Team & Organization	3	Group, Team & Organization	3
Elective	1	Elective	1
	16		16

Two of the four Field-Specific courses should be a two-semester sequence in Child Development. For the remaining two courses, a course on the family and a course on exceptional children, such as recommended for the Child Welfare Division of Children and Family Services, should be seriously considered. However, the specific needs of this program must determine the sequence of courses and the ones chosen.

The electives have been spread out over four semesters to accommodate the legal requirement for physical education. Obviously, this requirement can be met in other ways and those hours allocated in a different fashion. A course in First Aid and Hygiene, for example, would be a highly desirable substitute for the traditional games and exercise-oriented physical education courses.

APPENDIX IX

FUNDING RESOURCES

This information is intended as a guide to those interested in initiating the program recommended in this report. * Because this program model represents a multi-service approach, it may be necessary to arrange for funding from several sources. There is increased interest at both local and Federal levels in such co-mingling of funds. Joint funding is now possible for site renovation and construction along with program operation and staff development.

The major source of day care monies today is, of course, the Federal government. Most of these funds are currently authorized through the Social Security Act and the Economic Opportunity Act. However, to qualify for these and other funds, proposals should be submitted through local, State and City agencies.

The key State agency is the Illinois Department of Children and Family Services (ICFS). This agency is responsible for licensing and regulating all day care services in the State as well as developing a statewide plan for the utilization of all federal day care funds. ICFS is also required by legislation to stimulate day care planning and program implementation at the local level. This agency can provide information and assistance in funding matters, as well as provide direct funding and operational support. In general, it can be assumed that this program model meets the criteria for child care outlined in the policies of the Department and thus may be eligible for a grant not to exceed fifty percent of operating costs ($50,000 maximum) for the first year, twenty-five percent the second year and ten percent the third year. Application may also be made with ICFS for special demonstration grants.

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* Information in this section is condensed from Day Care for Children in Chicago, Welfare Council of Metropolitan Chicago, November 1969; Federal Funds for Day Care Projects, U. S. Department of Labor, February 1969; and Day Care in Your Community, Chicago Federal 4-C Committee, 1970.

The key City agency is the Day Care Division in the Chicago Department of Human Resources. Along with providing technical assistance and consultation on funding, this office promotes planning through the Community Coordinated Child Care Program (4-C's) being developed nationally. Direct funding may be possible through the Department of Human Resources and other City agencies such as the Chicago Committee on Urban Opportunity and Model Cities. The Chicago Housing Authority is also currently planning day care programs and may be a potential resource.

All day care programs that use Federal funds must comply with standards contained in Federal Inter-Agency Day Care Requirements issued jointly by HEW, OEO and the Department of Labor. The following Federal sources of funding and information should be fully explored:

A. U.S. Department of Health, Education and Welfare (HEW)

1. Under Title IV-A of the Social Security Act as amended, money is allocated through the Illinois Department of Public Aid to the Cook County Department of Public Aid (CCDPA) which is required to provide or purchase day care for recipients enrolled in the Work Incentive Program (WIN). In purchasing such day care up to $65 per month is authorized for pre-school children for five or more hours of care and $32.50 for less than five hours or for home day care. Under special circumstances these rates may be increased.

2. In addition, under Title IV-B, CCDPA is authorized to purchase day care for recipients who are not enrolled in the WIN Program and also for former and potential recipients. A potential recipient, in this case, is a family head who, without day care services, would not be able to continue working and, consequently, could develop a need for Aid to Families with Dependent Children (AFDC).

However, before CCDPA can use federal funds to provide day care to former and potential recipients, HEW must first approve a child welfare service plan for the entire State. This plan must spell out specific agreements between the Illinois Department of Children and Family Services and CCDPA regarding the provision of day care services, including parent involvement and the effective use of low income individuals in paraprofessional capacities.

Also, according to Title IV-B, "a State may elect to provide (day care) to all persons in geographic areas of extreme poverty, such as census tracts, precincts or rural development areas that meet criteria of poverty as established by the State agency... In these cases, where (day care) is provided on a group basis, the entire cost may be charged to AFDC." Low income housing areas and Model Cities neighborhoods are examples of areas that can qualify.

Title IV-B authorizes grants to non-profit organizations for training day care workers and for related research.

3. HEW also awards grants to non-profit organizations under Title I-C of the Juvenile Delinquency Prevention Act of 1968 for the provision of community-based day care services which provide educational and vocational training to unwed mothers. Under Title II of this act, grants are also available to non-profit organizations to develop career opportunities for youth and adults in various human services fields including day care.

4. Under Title I of the Elementary and Secondary Education Act of 1965, HEW can fund the Chicago Board of Education to use day care as a method to meet the special educational needs of deprived children living in areas that have a high concentration of children from low-income families. Under Title IV, grants may

be made for research on day care such as the studying of new techniques and delivery systems. Under a new 1969 Illinois law, school boards are now encouraged to set up pre-school day care and teacher training centers in low income areas.

5. Under Title I-C of the Vocational Education Act of 1963, grants are available to develop curriculum and experimental programs in training paraprofessionals in day care and other human service occupations.

6. Under Title V of the Education Professions Development Act, education agencies may be funded to train paraprofessionals as teacher aides in pre-school settings.

7. The Community Services Administration of HEW is also interested in funding multi-service demonstration projects which coordinate social, educational and health services to pre-school children.

8. HEW, through the National Institute for Mental Health and the Illinois Department of Mental Health, will underwrite costs of day care for emotionally disturbed children.

B. U.S. Office of Economic Opportunity (OEO)

OEO, under Title I-A of the Economic Opportunity Act, may make funds available, through coordination with the Chicago Committee on Urban Opportunity, to provide day care and comprehensive social services to children from low-income families. Parents must be involved in the development and operation of such programs.

C. U.S. Department of Labor (DOL) and the Illinois State Employment Service (ISES)

1. Under Title I of the Manpower Development and Training Act, grants are available to private organizations for the purpose of improving techniques and demonstrating the effectiveness of specialized methods of employing and training disadvantaged and minority group members. Manpower training programs designed to help meet a shortage of day care workers and which use day care services in innovative ways may be eligible.

2. Under Title IV-B of the Social Security Act, ISES provides, through the Work Incentive Program (WIN), funds for the training of welfare recipients and also up to $30.00 per month plus carfare and lunch money to enrollees as an incentive allowance. The WIN Program contracts with other agencies for training and is interested in programs which train welfare recipients as day care workers.

3. The training of paraprofessionals in child care is also fundable through the New Careers Program.

4. Neighborhood Youth Corps Trainees can be assigned to day care centers for supervised on-the-job training at no salary cost to the centers.

5. The Job Opportunities in the Business Sector program makes provision for day care services.

6. ISES often contracts with non-profit agencies to provide day care for trainees enrolled in various manpower development programs.

7. By working through the Chicago 4-C's Program, contact can be made with the Department of Labor Women's Bureau in Washington which furnishes

technical consultants to community groups for general planning and for increasing community support for child care.

D. U. S. Department of Housing and Urban Development (HUD)

1. HUD is the best possibility for construction and renovation funds. Loans may be made to the Chicago Housing Authority to construct or acquire low-rent housing as well as community facilities, including day care centers that can serve CHA as well as other neighborhood residents.

Such a day care center can be leased, purchased or constructed as part of the community space provided by CHA to project residents. If existing projects do not have space, nearby dwelling units may be purchased and converted into day care centers.

2. HUD also provides financial and technical assistance to non-CHA developers through the Neighborhood Facilities Grant Program under Title VII of the Housing and Urban Development Act of 1965. These neighborhood facilities must be multi-purpose service centers and must be coordinated with the efforts being made by Model Cities and CCUO to establish and promote such facilities. Day care centers are provided for under these programs.

E. U.S. Department of Agriculture (USDA)

The USDA provides technical assistance and guidance to implement programs under the National School Lunch Act and the Child Nutrition Act, which are designed to improve the nutritional status of pre-school and school age children. Day care centers are eligible if they serve children from low income areas. Under these programs, USDA donates food and milk and reimburses in cash for food purchased up to $.80 per day per child. Financial assistance up to 75%

of costs for kitchen and table service equipment and up to 80% of salary costs for food service staff is provided. Arrangements can be made for both large and small day care operations through the agency's Chicago Regional Office.

F. U.S. Small Business Administration (SBA)

Private, for-profit day care operations may apply for SBA insured loans and leases. SBA loans can be used to cover the costs of equipment and remodeling.

G. Other Sources

The Community Fund of Chicago has placed a high priority on providing day care to economically disadvantaged, non-white, inner city children. Private industry, foundations and insurance companies have indicated an interest in funding day care programs. Several companies, such as the New York Life Insurance Company, are presently financing day care in Chicago. One of the most promising sponsors for this program model, however, could be a local college or university.

APPENDIX X

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